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ABSTRACT

Intended to identify needs and priorities regarding social studies instruction in Albuquerque Public Schools, guide social studies program development and implementation, and provide guidelines for the adoption of textbooks and materials, the results of a six-year cycle of curriculum planning are presented. Included in the report are an administrative summary and an overview of the purpose of the evaluation, evaluation design and methodology, and a program description. The most extensive section, program description, includes four subsections dealing with (1) goals of the social studies program, (2) content of the program, (3) methods and materials in social studies instruction, and (4) effectiveness of the program. The goals subsection considers the choice of goals, the role of social studies in meeting the broad goals of education, consensus about identity and significance of social studies, congruence of program goals with priorities, comparison with national goals, and the process of establishing goals. The content subsection covers the ideal and actual programs taken by students; familiarity with the program by students, teachers, and parents; the adequacy of resources; the extent to which content reflects goals; and the rationale behind the program. The methods and materials subsection covers instructional materials and teaching methods utilized. The effectiveness subsection evaluates methods of assessing the effectiveness of the program, attitudes, and outcomes. Recommendations and appendices covering courses taught in high school and a partial listing of textbooks used in social studies classes concludes the document. (IS)

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November, 1984

SOCIAL STUDIES PROGRAM

EVALUATION

"While we are respectful of the need for math and science education, in the end the purpose of public education is, as Jefferson suggested, an enlightened citizen."

Ernest Boyer, author of the Carnegie Commission report, High School: A Report on Secondary Education

"Our schools must teach how we could keep our Republic through history, political science and social studies. It takes a sharp, clear-thinking intellect that has been constantly fed through both stimulating and challenging reading and conversation of the issues of the day to make intelligent choices in the privacy of the voting booth...Our people must be participants and not spectators in the governing process. It takes years of study to do this, and priority number three (civic literacy) should not yield to other demands for time and resources."

Former Secretary of Education, Terrell Bell, in a speech in Indianapolis, Indiana, December 8, 1983.

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ADMINISTRATIVE SUMMARY

INTRODUCTION

In October of 1983, the Albuquerque Public Schools formally established a curriculum planning process that is divided into six-year cycles. The major goal of the six-year cycle is to delineate a planned process for curriculum revision in the district that is linked to the State of New Mexico's textbook adoption cycle.

The sixth year of the cycle is the program evaluation year. During the evaluation year, the curricular program is assessed and the foundation is laid for curriculum revision. This evaluation of the APS social studies program is thus part of a planned process for curriculum development. The evaluation is designed to identify needs and priorities regarding APS social studies, guide social studies program development and implementation, encourage reflective thought and understanding concerning the social studies program, and provide guidelines for the adoption of textbooks and materials.

The conclusions and recommendations presented in the report are based on questionnaires administered to students, parents, counselors, administrators, and teachers; interviews of students, teachers, and administrators; a review of social studies research; program data collected during the evaluation; and a social studies knowledge and attitude survey administered to a sample of high school juniors and seniors.

CONCLUSIONS

I. Social Studies Goals

- In APS, as well as at the national level, considerable disagreement exists concerning what the goals of social studies should be.
- Social studies is considered to be extremely important by educational leaders at the national level, as well as by APS students, parents, and educators. However, students considered social studies to be less important than did other groups.
- Goals for APS social studies have furnished direction for the development of the program. However, the goals do not reflect the full breadth of the social studies. In addition, social studies goals have not been widely disseminated throughout the district.

II. Content of the Social Studies Program

- Although the APS social studies program is relatively comprehensive, it needs to be more effectively integrated to form a planned and sequential program. A major concern is the elementary school social studies program, in which relatively little time is devoted to social studies. At the middle school level, the sixth and seventh grade programs need to be more clearly defined and focused, and the role of the eighth grade United States history course needs to be examined in relation to fifth grade United States history and high school United States history. At the high school level, the lack of a comprehensive and integrated program is evidenced by the lack of a planned sequence of social studies courses. In addition, issues regarding the grade level placement of various high school required courses need to be resolved.

- ¶ The process for defining the content of the APS social studies program at the middle school and and high school levels depends upon the addition or deletion of individual courses on a course-by-course basis. As a result, curriculum changes can be made in isolation from each other, and individual courses that are approved may or may not add up to a planned, coherent program.
- ¶ At the elementary school, middle school, and high school levels, an extremely wide variety of courses and topics were seen as essential components of a complete social studies program. The following courses were generally considered to be most fundamental: United States history, world history, civics or American government, geography, and New Mexico studies.

III. Social Studies Methods and Materials

- ¶ The textbook is the most frequently used instructional material in APS social studies. However, a wide variety of other materials is used by teachers at all levels.
- ¶ Majorities of social studies teachers at all levels expressed a need for more instructional materials. Materials most commonly needed include audio-visual materials, maps and globes, and supplementary books.
- ¶ In terms of quality, textbooks at all levels were rated in the "good" to "fair" range. Teachers felt that textbooks effectively communicate information, but are ineffective in capturing students' interest.
- ¶ In APS social studies, the most frequently used teaching methods are lecture and discussion, with discussion being used more frequently than lecture. It appears that the two methods are generally used in such a way as to supplement each other. Although convincing rationales exist for the use of these methods, many teachers noted that they would use different teaching methods "in the best of all possible worlds." The most frequently proposed changes included using more field trips, more activities, more group work, more role playing and re-enactments, more discussions, and more student written reports. Obstacles to teaching differently were cited frequently. These include large classes, large numbers of students, paperwork, scheduling inadequacies, lack of materials, testing expectations, time pressures, student non-performance, and lack of student interest.
- ¶ Four criteria were considered to be of primary importance in textbook adoption: the accuracy of the textbook, the appropriateness of the textbook for the ability levels of the students, how interesting the textbook is to students, and how up-to-date the textbook is at the time of adoption.
- ¶ Four proposed models for the social studies textbook adoption process were evaluated by teachers and administrators. These were: SINGLE ADOPTION, in which all social studies teachers in the district teaching the same course use the same textbook; LIMITED ADOPTION, in which all social studies teachers in the district teaching the same course choose from the same two or three textbooks; OPEN ADOPTION ACCORDING TO SCHOOL, in which each school selects a text and all social studies teachers in the school use that text; and OPEN ADOPTION ACCORDING TO TEACHER, in which each social studies teacher as an individual may choose any textbook on the state-approved list. At the elementary school level, administrators favored single adoption or limited adoption, whereas teachers supported limited adoption. At the middle school level, both teachers and administrators most strongly favored limited adoption. At the high school level, administrators most frequently favored limited adoption, whereas teachers supported open adoption according to school, open adoption according to teacher, or limited adoption.

IV. Effectiveness of the Social Studies Program

- The assessment of social studies effectiveness is a difficult issue, both nationally and at the local level.
- In most respects, majorities of students, parents, and educators rated the social studies program as moderately effective to effective in accomplishing important social studies goals.
- Student performance on the social studies knowledge and attitude survey administered to a sample of high school juniors and seniors was disappointing. For example, student knowledge of the structure and functions of government was limited, student support of the First Amendment right of free speech was inconsistent, many students were not able to give acceptable definitions of democracy, students were frequently unable to ask acceptable definitions of a presidential candidate, and students were often unable to identify three citizenship responsibilities. On the other hand, large majorities of students were able to recognize the importance of United States history and the history of other countries, to identify citizenship rights, and to suggest effective ways of participating in local political systems.
- The social studies program appears to be effective in many respects -- for example, in teaching important facts and concepts, and in encouraging students' understanding and appreciation of their historical and cultural heritages. However, the program appears to be less effective in addressing broad social studies themes that transcend specific courses and topics. In addition, students demonstrated less ability to apply the knowledge they had learned in ways that are required for citizenship in today's world.

MAJOR RECOMMENDATIONS

Program goals for the APS social studies program should be expanded and revised in order to reflect the full range of important social studies goals.

A procedure should be developed for the district-wide dissemination of social studies goals.

Procedures should be developed for familiarizing students, educators, and parents with the K-12 social studies program.

A comprehensive plan should be developed for ensuring that the district social studies program is comprehensive, integrated, and appropriately sequenced. Any changes in the design of the program should be accomplished prior to textbook adoption.

The district should promote teacher inservice for the purpose of providing social studies teachers with the opportunity to discuss and share effective teaching methods.

Possibilities should be explored for alleviating obstacles to effective teaching noted by teachers. These obstacles include large classes, class interruptions, non-teaching duties, student lack of motivation, and lack of time.

Recognizing that the needs and priorities concerning textbook adoption vary according to level, the textbook adoption process should be structured differently at the elementary school, middle school, and high school levels.

A textbook adoption process should be developed which provides teachers with opportunities for significant input.

Assessment of the social studies program should encompass a variety of methods, possibly including the use of accountability checklists, standardized testing, nationally developed program guidelines, and other appropriate evaluation techniques.

A plan for the ongoing assessment of the social studies program at both the school and district levels should be developed.

THE PURPOSE OF THE EVALUATION OF THE APS K-12 SOCIAL STUDIES PROGRAM

In October of 1983, the Albuquerque Public Schools formally established a curriculum planning process that is divided into six-year cycles. The major goal of the six-year cycle is to delineate a planned process for curriculum revision in the district that is linked to the State of New Mexico's textbook adoption cycle.

The Albuquerque Public Schools' six-year cycle is coordinated with the state textbook adoption cycle because instructional materials that are adopted to meet program needs strongly influence the entire curriculum in each subject. The implementation of the curriculum planning cycle to correspond with the state textbook adoption cycle also has the added advantages of assisting in the distribution of resources to each curricular area in an equitable manner and of ensuring that schools will be aware of which stage of change and revision each curricular area is undergoing during any given year.

The major priorities in each year of the six-year cycle are summarized as follows:

YEAR ONE, PRE-ADOPTION YEAR: During this year, the foundation is laid for the adoption of new instructional materials. District guidelines such as curriculum guides and curriculum abstracts are revised in order to reflect appropriate program priorities.

YEAR TWO, SELECTION YEAR: During this year, new instructional materials are selected.

YEAR THREE, IMPLEMENTATION YEAR ONE: Newly adopted materials and guides are instituted.

YEAR FOUR, IMPLEMENTATION YEAR TWO: Newly adopted materials and guides are instituted.

YEAR FIVE, MAINTENANCE YEAR: Newly adopted materials and guides are used in the schools.

YEAR SIX, PROGRAM EVALUATION YEAR: The curricular program is assessed and the foundation is laid for a new curriculum revision.

The Role and Significance of the Program Evaluation Year

The evaluation year plays a crucial role in the six-year curriculum planning cycle. An effective program evaluation can encourage the accomplishment of important curricular goals by providing feedback concerning the program. The program evaluation addresses such issues as:

- Is the program well designed?
- Is the program appropriate to the needs of students?
- Is the program being effectively implemented?
- How do teachers, students, administrators, and parents view the effectiveness of the program?
- What changes need to be made in the program and what aspects of the program should remain the same?

By providing this type of instructional feedback, the program evaluation can help to ensure that the program is adequately meeting the needs of students, parents, and the community. In cases where improvements may be advisable, it can provide valid and

comprehensive rationales for proposed changes.

Other benefits of the program evaluation include:

1. Program evaluation generates attention to the program in that it focuses the interest of students, parents, and the public on the program being evaluated, and encourages each of these groups to consider the role and significance of the curricular area being evaluated.

2. Program evaluation encourages broad participation in curriculum planning in that it accumulates perceptions and judgements of a wide variety of publics, including parents, students, teachers, and administrators.

3. Program evaluation focuses systematically on all aspects of a program, not merely the few program aspects that teachers, students, parents, or administrators most frequently address. For example, it encourages teachers to consider the program at levels (elementary school, middle school, or high school) that are different from the level at which they teach. It encourages administrators to reflect upon teaching methods and strategies, and counselors to focus on the goals of the different curricular areas.

4. Program evaluation encourages systematic thought and reflection concerning the program as a whole, rather than dealing with individual issues in an isolated context. Proposed changes in course requirements, for example, are addressed in terms of the design of the entire program rather than in terms of meeting the demand for a new requirement.

It is evident from even this brief summary that a comprehensive program evaluation can yield dramatic results for the benefit of students, educators, parents, and the general public.

THE INTENT OF THE APS SOCIAL STUDIES EVALUATION

The evaluation of the social studies program in the Albuquerque Public Schools is designed to:

- Serve as a guide for social studies program development and implementation.
- Identify needs and priorities in social studies education in the Albuquerque Public Schools.
- Highlight issues regarding the social studies program that need to be addressed by the district and individual schools and teachers.
- Suggest areas needing improvement and areas whose current direction should be sustained.
- Provide a comprehensive overview of the program in all of its major aspects (goals, content, teaching methods and materials, and effectiveness).
- Encourage reflective thought and understanding concerning the program by students, educators, parents, and the community.
- Provide guidelines for the adoption of textbooks and materials.

With these general purposes in mind, the evaluation was designed to address key issues concerning the APS social studies program. These issues are broad enough in scope so as to yield a comprehensive view of the program. It is clear why the evaluation year is central to the curriculum development cycle: only by understanding the social studies program in comprehensive detail can educators, students, and the community work together to create and sustain the best possible social studies program for the benefit of all students in the Albuquerque Public Schools.

THE AUDIENCES FOR THE EVALUATION

The social studies evaluation is designed to meet the needs of the following audiences:

- APS administrators and teachers who are involved in the planning of the social studies program.
- Social studies teachers, who are the key to social studies education in the classroom.
- Social studies curriculum developers, who have the responsibility of designing an appropriate instructional framework for social studies.
- Principals and counselors, whose understanding of and support for social studies is crucial to the program.
- Students, for whose ultimate benefit the program is designed.
- Parents, whose role in students' educations is pivotal, and whose understanding of and support for social studies is vital.

EVALUATION DESIGN AND METHODOLOGY

The social studies evaluation was designed to yield a comprehensive overview of the social studies program in the Albuquerque Public Schools. In order to accomplish this goal, many different types of information were collected and synthesized, including attitudinal data, testing and assessment data, demographic information, and individual perspectives from interviews.

The Development of the Evaluation Design

The first major task of the evaluation was to determine appropriate priorities. In order to accomplish this task, the following procedures were undertaken:

1. Elementary school social studies representatives, middle school social studies department chairpersons, and all high school social studies teachers attended workshops at which they were asked to consider evaluation priorities. Specifically, they were asked to identify which questions should be asked during the evaluation concerning social studies goals, content, teaching methods and materials, and program effectiveness. By the end of the workshops, teachers had formulated lists of evaluation questions which they felt should be addressed by the evaluation. In addition, they had expressed ideas concerning what groups should be involved in the evaluation and had made suggestions for making the evaluation as effective as possible.

2. Interviews were conducted with the following district administrators: the superintendent, instructional division superintendents and directors, and operational division superintendents. During these interviews, the district administrators were asked to identify their priorities for the social studies evaluation.

3. From these workshops and interviews, a list of preliminary evaluation questions (questions to be addressed during the evaluation) was developed. These preliminary questions were then reviewed with principals, counselors, and teachers. Revisions were made as a result of feedback from these groups.

4. While the evaluation questions were being identified, strategies for answering the questions were being developed. These strategies included: questionnaires, interviews, individual course description and rationale forms, examination of program data, and the administration of a social studies knowledge and attitude survey.

5. After revision and refinement of the evaluation questions and evaluation design, draft copies of both were sent to each school in the district and to those instructional division and operational division administrators who had been previously interviewed. The evaluation questions and design were further modified as necessary. Following final revision, the documents were discussed with the Associate Superintendent for Instruction. Upon approval by the Associate Superintendent, the evaluation questions and design became the approved guidelines for the social studies program evaluation.

NOTE: Figure A, pages 5 - 9 presents the evaluation questions and design for the social studies evaluation.

Measurement Techniques

The following sources of information and opinions provided the foundations for the social studies evaluation:

1. Questionnaires administered to students, teachers, administrators, parents, and counselors.

2. Interviews of students, teachers, and administrators.

3. Program data, such as enrollment figures, grades earned in social studies classes, and the number of social studies credits earned by graduates.

4. A social studies knowledge and attitude survey administered to high school students in grades 11 and 12.

5. Individual course data forms, which provided information regarding individual social studies courses.

6. Research on the state of social studies programs nationally, regarding specific issues in social studies, and concerning the standards by which social studies programs may be evaluated.

QUESTIONNAIRES

Questionnaires were developed by the district program evaluator assigned to social studies, the district curriculum coordinator for social studies, and the social studies resource teacher for the district. Items included on the questionnaires were designed to assist in answering the evaluation questions which had been previously identified as priorities. Some questionnaire items were developed by the evaluators, while others were adapted from other sources, such as National Science Foundation questionnaires, guidelines developed by the National Council for the Social Studies, and questionnaires used for program evaluations in other districts. Following development, questionnaire drafts were reviewed by selected teachers, counselors, and administrators, as well as professional evaluators from the APS Instructional Research, Testing, and Evaluation Department. The questionnaires were modified as necessary to ensure validity and appropriateness. The questionnaires included a mixture of forced-choice and open-response questions. Many open-ended items were included, because it was considered essential that respondents be given the opportunity to discuss important issues from their own viewpoints. The large number of open-ended responses may have discouraged some respondents from filling out the questionnaire. However, this was more than compensated for by the quality and detail of the information and insights expressed by those who did answer the questions. In addition, many of the surveys were lengthy, particularly the teacher questionnaires. This was due to the broad scope of the evaluation and the commitment of the evaluators to ensuring that respondents had the opportunity to address all important and personally relevant issues pertaining to the evaluation.

FIGURE A

SOCIAL STUDIES EVALUATION QUESTIONS

I. GOALS OF THE SOCIAL STUDIES PROGRAM.

A. To what extent does the APS social studies program have goals that are thoughtfully selected and clearly stated in such form as to furnish direction to the program?

B. What is the role of the APS social studies program in contributing to the accomplishment of the broad goals of education?

C. To what extent does a consensus exist in APS regarding the identity and significance of social studies?

D. Which goals do the various publics (students, teachers, administrators, and parents) identify as the most important goals for social studies? How congruent are actual program goals with the stated goals of students, teachers, administrators, and parents?

E. How do the current goals of the APS social studies program compare with the goals identified as appropriate in the national literature (for example, National Council for the Social Studies, National Commission on Excellence in Education, etc.)?

F. What is the process for determining, defining, and publicizing the goals of social studies in APS? How effective is this process?

II. CONTENT OF THE SOCIAL STUDIES PROGRAM.

A. To what extent does APS have a planned, integrated, and comprehensive K-12 social studies program?

B. How effective is the process for defining the content of the APS social studies program?

C. Ideally, what social studies courses or programs should a student have taken by graduation? At what grade level should these courses or programs be taken?

D. In general, what type of social studies program have students actually taken by graduation?

E. How familiar are teachers, parents, administrators, and students with the content of the K-12 social studies program?

FIGURE A (Continued)

SOCIAL STUDIES EVALUATION QUESTIONS

F. How is the content of the social studies program determined, i.e., how do teachers at various levels determine what they should teach?

G. How adequate are the district curriculum resources in helping teachers to define what content to teach?

H. How effectively does the APS social studies program emphasize content and skills that are identified as important by students, parents, teachers, administrators, and social studies experts?

I. What are the rationales behind:

1. The required social studies program?

2. The elective social studies program?

J. In the context of the APS social studies curriculum, what is the meaning and significance of standardization? What are the attitudes -- on the part of students, teachers, administrators, and parents -- toward curriculum standardization? What are the arguments for and against standardization?

K. How responsive is the social studies curriculum to current student needs and current societal needs?

L. What are the rationales behind individual K-12 social studies courses and programs?

III. METHODS AND MATERIALS IN SOCIAL STUDIES INSTRUCTION

A. What types of materials are used in social studies and how frequently are they used?

B. How adequate - in terms of both quantity and quality - are the materials used in the social studies program?

C. What instructional methods and strategies are used in the social studies program and what are the rationales for them? How effective are these methods and strategies?

D. To what extent do district guidelines and materials (e.g. curriculum guides, curriculum abstracts, skills guides) guide the selection of methods and strategies in social studies? How effectively do these guidelines and materials assist teachers in selecting methods and strategies?

FIGURE A (Continued)

SOCIAL STUDIES EVALUATION QUESTIONS

E. What are the backgrounds and qualifications of social studies teachers?

F. What do various groups perceive as the most important considerations in textbook adoption? Ideally, what should be the most important considerations in textbook adoption?

G. What is the process for selection and purchase of materials, ideally and in actuality? How effective is the materials selection and purchasing process?

H. How is student performance in social studies evaluated? How adequate are these student evaluation procedures?

IV. EFFECTIVENESS OF THE SOCIAL STUDIES PROGRAM

A. What are the most appropriate criteria and methods for assessing the effectiveness of the K-12 social studies program?

B. What are the attitudes of students, teachers, administrators, and parents regarding the effectiveness of the social studies program?

C. How adequately does the social studies program prepare students for their educational futures, their career futures, and their futures as citizens and fully developed human beings?

FIGURE A (Continued)

SOCIAL STUDIES EVALUATION DESIGN

I. REVIEW OF RELEVANT SOCIAL STUDIES AND EDUCATIONAL LITERATURE

Research will provide national perspectives on such issues as: the identity of social studies, methods and materials in social studies, scope and sequence, etc. Each of the four sections of the report will open with an introductory literature review. In addition, research will be incorporated into appropriate sections of the report in order to integrate national perspectives with findings in APS.

Literature reviewed will include: national reports on education, curriculum guidelines from the National Council for the Social Studies, research by social studies authorities on such issues as the identity of social studies, historical works on education and social studies, etc.

II. QUESTIONNAIRES

A. Student Questionnaires

1. Attitude Surveys will be administered to samples of 5th grade, 8th grade, and 11th and 12th grade classes. Sampling will be by means of random cluster sampling: 15% sample of classes. Survey content will be customized for the different levels. The survey will include questions related to the four sections of the evaluation: goals, content, materials and methods, and effectiveness.

2. A selection of appropriate National Assessment of Educational Progress questions will be administered to samples of high school junior and senior classes. Random cluster sampling will again be utilized to identify entire classes for the survey. Sample size will be 5-10%.

B. Parent Questionnaires

1. The three area advisory committees will be surveyed at large group sessions.

2. The Bernalillo County Council of PTA's will be surveyed at a large group setting.

3. Simple random samples of parents of seniors, 8th graders, and 5th graders will be surveyed. Sample size will be large enough to ensure only a 5% chance of sampling error (plus or minus).

FIGURE A (Continued)

SOCIAL STUDIES EVALUATION DESIGN

C. Teacher Questionnaires and Course Description Sheets

1. All high school and middle school social studies teachers will be surveyed. Elementary school social studies representatives will be surveyed, as will a random sample of other elementary school teachers.

2. Samples of teachers will fill out individual course description sheets which will address the content, objectives, and rationales for individual courses.

D. Administrator and Counselor Questionnaires

1. All principals, all assistant principals, and all counselors will be surveyed.

2. Appropriate district and area administrators will be surveyed.

III. INTERVIEWS

A. Representative students from each of the three levels will be interviewed. They will be chosen to represent a cross-section of the student population.

B. Appropriate district and area administrators will be interviewed.

C. The social studies coordinator will be interviewed.

D. Representative teachers will be interviewed. Teachers will be asked to nominate teachers to be interviewed.

IV. DATA TO BE EXAMINED

A. Academic load analyses.

B. Grades earned in social studies classes.

C. Curriculum brochure course descriptions and course titles.

D. Other data as appropriate.

Surveys were administered to the following groups:

1. A random sample consisting of 400 elementary school teachers in addition to the designated social studies representative from each elementary school.

2. All middle school and high school social studies teachers.

3. All elementary school, middle school, and high school principals, assistant principals, and counselors in the district.

4. Students were surveyed in the following manner: fifteen percent samples of fifth grade social studies classes, eighth grade social studies classes, and junior-senior level high school social studies classes were selected. These grade levels were chosen so that respondents could reflect back on the elementary school social studies program, the middle school social studies program, and the high school social studies program. Surveys were administered on a group basis with the cooperation of the teacher.

5. Simple random samples of 1200 parents were surveyed (400 fifth grade parents, 400 eighth grade parents, and 400 12th grade parents). In addition, the Bernalillo County Council of PTA's, parent organization representatives from each APS school, and parent advisory councils from each of the three areas in the district were surveyed.

Teacher, counselor, and administrator surveys were sent to schools and returned to Instructional Research, Testing, and Evaluation (IRTE) with the assistance of social studies department chairpersons or social studies representatives. Student questionnaires were administered in classroom groups and returned to IRTE by the teacher or department chairperson or representative. The 1200 parent surveys were sent to parents via U.S. mail with self-addressed return envelopes. Parent questionnaires were administered to parent advisory groups via large group meetings and to parent organization representatives via inter-school mail.

QUESTIONNAIRE RETURN RATES

Figure B, below, summarizes the distribution and return of the questionnaires.

FIGURE B. DISTRIBUTION AND RETURN OF SOCIAL STUDIES QUESTIONNAIRES

RESPONDENTS	NUMBER DISTRIBUTED	NUMBER RETURNED	PERCENTAGE RETURNED
Elementary School Teachers	460	268	58%
Middle School Teachers	160	111	69%
High School Teachers	120	97	81%
Elementary School Administrators	73	35	48%
Middle School Administrators	45	24	53%
High School Administrators	44	22	50%
Elementary School Counselors	65	29	45%
Middle School Counselors	49	34	69%
High School Counselors	61	37	61%
Eighth Grade Students	NA*	645	NA
High School Students	NA*	568	NA
Parent Organization Representatives	NA*	107	NA

* Because sampling was accomplished through random cluster sampling rather than simple random sampling, the number of potential respondents, as well as the return rate, is unknown. Since questionnaires were returned from all classrooms, it may be assumed that the return rate for students was close to 100 percent. With parent advisory committees, the percentage of parents attending the meetings varied. It is not known how many parents did not attend on those evenings when the surveys were administered.

In most cases, the return rates were 50% or higher. For middle school and high school teachers, return rates were considerably higher, while for parents return rates were much lower. Demographic data collected via questionnaires (years of experience, school assignment, for example) indicate that those administrators, counselors, and teachers who returned surveys appear to be representative of the general populations of those groups.

The low return rate for parent questionnaires may be explained by a number of factors: the length of the surveys (five pages), the fact that the surveys were mailed home, and the varying interest levels of parents. In order to determine to what extent the returned questionnaires might be representative of the entire population of parents, the evaluators took the following steps:

1. Demographic data were examined in order to determine whether parents represented a wide range of schools. It was determined that virtually all schools in the district were represented.

2. Demographic data were examined to determine whether the grade levels and the number of years that the student had attended an APS school were reasonable. Again, it was determined that samples appeared to be representative.

3. Responses of members of the parent advisory groups were compared with responses of the parents surveyed via mail. It was found that the two groups responded to the surveys in a virtually identical manner. This consistency confirms the probability that the two groups -- parents in general and the parent organization representatives -- had similar characteristics and attitudes. It is not definitely known, however, whether parents who responded represented the entire population of parents or mainly those parents who are most involved and interested in the school system. The response patterns lead one to believe that parents who did return surveys are representative of the parent population as a whole.

The data analysis plan originally envisioned by the evaluators was to examine results of 5th grade, 8th grade, 12th grade, and parent representatives separately. Due to the low return rate, however, the evaluators decided to combine all of these groups into the general category, "parents". When combined in this manner, the results appear to be representative of APS parents as a whole in all essential respects.

INTERVIEWS

The purpose of the interviews conducted was to supplement data obtained from surveys and other assessment instruments with a more in-depth view of the program. A total of 79 were interviewed: 19 students, 23 teachers, and 13 principals and assistant principals, as well as district and area directors of instruction, area superintendents, and district instructional superintendents. The students, teachers, and principals were selected on the

FIGURE C

INTERVIEW SUBJECTS: SOCIAL STUDIES EVALUATION

STUDENTS

ELEMENTARY

Abraham Cappelle, Whittier
Myra Collins, Cochiti
Scott Fisher, Hodgin
Tina Martin, John Baker
Margarethe Mullins, Bandelier
Andy Paine, Humphrey

MIDDLE SCHOOL

Jill Arthur, Ernie Pyle
Stan Dixon, Kennedy
Brent Dunn, Hoover
Tom Farrell, Adams
David Mathews, Cleveland
Robert Miera, Harrison

HIGH SCHOOL

Shonda Arye, Valley
Andrew Chandler, Highland
Howard Granok, Manzano
Heather Meredith, Albuquerque High
Lillian Montoya, West Mesa
Jane Underwood, Eldorado
Brian Willingham, Rio Grande

TEACHERS

ELEMENTARY

Irene Cook, Hawthorne
Hazel Killman, Hodgin
Cora Ogilvie, Governor Bent
Lillian Ortiz, Ranchos
Marsha Sanders, Acoma
Sara Jane Scott, John Baker
Ruth Woodbridge, Barcelona

MIDDLE SCHOOL

Mary Arrowsmith, Taylor
Mary Ann Danfelser, Jackson
Ed Lucero, Taft
Brenda Martinez, Ernie Pyle
Carey McIntyre, Kennedy
Phil Osuna, Truman
Steve Prentice, Hayes
Fred Smith, Jefferson
Cheryl Summers, Van Buren

HIGH SCHOOL

Joyce Briscoe, Manzano
Bob Figge, Highland
Ellen Harvey, Eldorado
Jess Miranda, Albuquerque High
Jim Peironnet, Cibola
Dan Sparago, Del Norte
Betty Waugh, West Mesa

ADMINISTRATORS

Betty Skupaka, Associate Superintendent for Instruction
Ed Marinsek, North Area Superintendent
John Mondragon, South Area Superintendent
Bob Montoya, East Area Superintendent
Hugh Prather, Director of Elementary Instruction
Stan Rarick, Director of Secondary Instruction
Desi Baca, East Area Director of Elementary Instruction
Charles Barnard, East Area Director of Middle School Instruction
Jack Bobroff, North Area Director of Middle School Instruction
Patricia Christman, North Area Director of High School Instruction
Marilyn Davenport, South Area Director of Elementary Instruction

FIGURE C (Continued)

ADMINISTRATORS

Orlando Esparza, South Area Director of Middle School Instruction
Allen Krumm, East Area Director of High School Instruction
Sheldon McGuire, North Area Director of Elementary Instruction
Milton Sanchez, South Area Director of High School Instruction
John Garrison, Principal, Hoover Middle School
Gene Golden, Principal, Harrison Middle School
Vince Hoffman, Assistant Principal, Sandia High School
JoAnn Krueger, Principal, Manzano High School
Elsa Neumon, Assistant Principal, Highland High School
Dorella Perea, Principal, Armijo Elementary School
Art Romero, Principal, Humphrey Elementary School
Richard Romero, Principal, Sandia High School
Charles Stoughton, Assistant Principal, Cleveland Middle School
Patricia Wagner, Assistant Principal, Hodgin Elementary School
Linda Taylor, Assistant Principal, West Mesa High School
Richard Toledo, Principal, West Mesa High School

basis of nomination forms submitted by teachers, counselors, and administrators throughout the district. The forms requested the nominations of those teachers, counselors, and administrators who might have exceptional knowledge or insights concerning the social studies program. NOTE: Please refer to Figure C, pages 12-13 for a list of those interviewed.

Interviews were structured according to pre-designed interview instruments, but great latitude was allowed for interviewees to express opinions regarding any issues which they identifed as important. The interview data thus gathered were invaluable in helping evaluators to interpret and synthesize all the information that was collected throughout the evaluation. Although specific interview responses are rarely quoted in the evaluation report, insights and information gathered from interviews had important implications for the findings and recommendations contained in the report.

PROGRAM DATA

The following types of program data were examined:

Course catalogues from district high schools.
Curriculum abstracts and curriculum guides for social studies.
District social studies goals and objectives.
Enrollment in social studies classes.
Numbers of social studies credits earned by high school graduates.
Grades earned by students in social studies classes.

Program data gathered were invaluable in supplementing opinions and perceptions regarding the program, as well as providing background for some of the generalizations and interpretations contained in the report.

SOCIAL STUDIES KNOWLEDGE AND ATTITUDE SURVEY

In order to assess the extent to which students were learning selected social studies knowledge and attitudes, an assessment instrument was administered to a sample of high school juniors and seniors. The instrument, which was largely based on items from the social studies portion of the 1972 and 1976 National Assessment of Educational Progress instruments, included such general themes as understanding some of the basic principles of democracy, understanding how the government works, willingness and ability to participate in the political system, attitudes toward free speech issues, appreciation of global interdependence, appreciation of the significance of history, and understanding of selected current events.

The surveys were necessarily limited in scope, and could not possibly cover all aspects of social studies. One central limitation was the omission of questions assessing detailed knowledge of American and world history and the social science disciplines. The survey thus represents only one small part of the entire social studies program. In addition, it was administered to a relatively small group of high school students (210). Within these limitations, however, it provides valuable insight concerning the extent to which APS graduates may be learning at least some of the social studies attitudes, concepts, and facts that are widely considered to be important.

INDIVIDUAL COURSE DATA SHEETS

Social studies teachers at each middle school and high school were asked to complete an "Individual Course Data Sheet" for each course taught at their schools. Teachers were asked to provide the following information: the most important facts, concepts, and attitudes students should learn as a result of the course, the most

important social studies-related skills addressed in the course, the significance of the course to students, and whether the course should be required or elective.

The data sheets were used to answer evaluation questions concerning the rationales for individual social studies courses and the rationale behind whether a course should be required or elective.

REVIEW OF SOCIAL STUDIES RESEARCH

It was considered essential that the social studies program in the Albuquerque Public Schools be examined in light of an understanding of current national social studies trends and issues. Research examined concerned, among other issues, the views of social studies researchers regarding important issues in social studies education nationally; the use and efficacy of social studies teaching methods and materials; problems and challenges faced by social studies educators; and the content of social studies programs nationally.

In many cases, the review of social studies research allowed for direct comparison between social studies at the national level and social studies in the Albuquerque Public Schools. In other cases, it helped the evaluators explain findings and patterns in APS social studies. Throughout the evaluation report, the research is utilized to illuminate findings at the local level.

THE EVALUATION CONFERENCE

One unique feature of the social studies evaluation is the use of an evaluation conference to assist the evaluators in the synthesis and interpretation of data as well as the generation of recommendations for program improvements.

The evaluation conference occurred because the evaluators considered that the interpretation of results was at least as important as the results themselves. That is, it is one thing to determine that a given percentage of students may hold certain attitudes toward the importance of social studies. It is another matter entirely to ascertain the reasons for the students' attitudes. Because social studies teachers have expertise and first-hand knowledge concerning the program, their input in interpreting and explaining the data gathered throughout the evaluation was sought by means of the social studies evaluation conference.

Thirty-three teachers were selected to participate in the conference on the basis of applications. The participants were:

Elementary School
Rena Hitchcock, Chelwood
Cora Ogilvie, Governor Bent
Linda Lobato-Duran, Griegos
Carole Renouard, Hodgin
Carolyn Lauer, Hubert Humphrey
Sara Scott, John Baker
Shelaugh Pike, Lowell
Sue Hinkle, Monte Vista
Donna McClellan, Sandia Base

Middle School
Brenda Martinez, Ernie Pyle
Steve Prentice, Hayes
Marylou Santiago, Hoover
Maryanne Danfelser, Jackson
Sheila Russell, Kennedy
Susan Anderson, Taft
Ed Lucero, Taft
Mary Arrowsmith, Taylor

Middle School
Cheryl Summers, Van Buren
Martin Gran, Washington
Andrea Trybus, Washington

High School
Mary McReynolds, Albuquerque
Mary Alice Kerrigan, Cibola
Lenore Pardee, Del Norte
Nancy Richards, Eldorado
Laura Daby, Highland
Mary Ann Polster, Highland
Mary Gentry, Manzano
Robert Dawson, Rio Grande
Barbara Murdoch, Sandia
Frank Chambers, Valley
Dolly Juarez, Valley
Betty Waugh, West Mesa
Carol Jones, Curriculum Center

During the conference, teachers were asked to address ten key issues:

1. Perceptions regarding the significance of social studies.
2. The degree of consensus regarding the identity of the district social studies program.
3. The extent to which a planned, integrated social studies program exists in the district.
4. Teaching methods used in social studies.
5. Materials, including textbooks, used in social studies classes.
6. Recommendations concerning the textbook adoption process.
7. Perceptions concerning the effectiveness of the social studies program.
8. Student performance on the social studies knowledge and attitude survey.
9. Criteria that are most appropriate for assessing the effectiveness of social studies on an ongoing basis.
10. Specific issues relating to the planning of programs at the elementary school, middle school, and high school levels.

In order to facilitate the discussion of these issues, the 33 teachers at the conference were divided into six discussion groups, each containing a balance of teachers from elementary schools, middle schools, and high schools. This encouraged communication between the various levels.

For each issue, the evaluators introduced the issue and orally summarized relevant data and its applicability. After this oral introduction, worksheets designed to promote consideration of the issue at hand were distributed. After hearing data gathered during the evaluation, teachers were asked to answer specific questions concerning interpretations and recommendations. Each of the six groups was asked to discuss the questions posed and then to develop answers based on group consensus. At the end of each discussion period, group responses were shared with the total group. At the conclusion of the conference, worksheets completed by each group were returned to the evaluators, who then applied the information to the interpretation of data and the development of conclusions and recommendations.

The perspectives and insights provided by teachers at the evaluation conference were invaluable in helping the evaluators to interpret the evaluation results. Comments and recommendations from the evaluation conference are presented throughout this report, and contribute considerable perspective on the issues.

LIMITATIONS OF THE EVALUATION

The evaluation of the APS social studies program is limited in the following ways:

1. Social studies researchers nationally have not adequately addressed such topics as: effective teaching methods in social studies, the goals of social studies, the design of the social studies curriculum, the effect of instructional materials on social studies instruction, evaluation practices in social studies, and social studies effectiveness. These deficiencies in research limit the ability of the evaluators to use well-defined and generally accepted standards of program quality as a basis for evaluating the APS program.

2. Due to lack of time and/or resources, the evaluators were unable to survey some groups whose opinions and perceptions would be relevant, for example, faculty at post-secondary institutions, civic and business organizations, non-parents, teachers in other disciplines, and former students of the Albuquerque Public Schools.

3. Due to limitations of time and resources, students at selected grade levels were surveyed. This technique allowed the evaluators to obtain an overview of the program at crucial checkpoints (the completion of elementary school, middle school, and high school). However, it did not allow for a grade-by-grade analysis of the program.

4. Relatively low return rates may have limited the validity of questionnaire results obtained from some groups of respondents, for example, parents. Although questionnaires received appear to be representative of the entire populations, it is not possible to be certain that this is the case.

5. Due to limitations in time, the evaluators were unable to use certain techniques which would have yielded invaluable perspectives. For example, no actual observation of social studies classrooms was possible, nor were the evaluators able to examine such potentially valuable resources as teacher-made tests and lesson plans. The evaluators attempted to compensate for the inability to actually observe classrooms by including many open-ended questions in questionnaires and by interviewing students, teachers, and administrators. However, the inability to observe classrooms limited the results, especially regarding instructional methods and materials.

6. Due to limitations in time and resources, the social studies knowledge and attitude survey was administered to only a limited group of high school juniors and seniors. An examination of demographic data indicates that the sample seems to be representative of the high school junior-senior population. However, this cannot be unquestionably established. In addition, it would have been desirable to administer appropriate knowledge and attitude surveys to elementary school and middle school students in order to gather comparative data. Again due to time limitations, this was not possible. Furthermore, as stated previously, the knowledge and attitude surveys sampled only a small portion of the content and skills that are addressed in the social studies program.

In spite of these limitations, the present evaluation has gathered and synthesized a vast amount of program data. The broad scope and rich detail of the data gathered have allowed the evaluators to gain perspective concerning social studies in APS that would have been inconceivable without a systematic evaluation process. This evaluation report therefore will be an invaluable tool for educators and the public who wish to ensure that the social studies program in the Albuquerque Public Schools is as effective as possible.

PROGRAM DESCRIPTION

Social Studies is a basic program area of the K-12 curriculum that draws its content primarily from history, geography, government, law, anthropology, economics, psychology, and sociology. Social studies education engenders democratic beliefs and values, such as justice, equality, responsibility, freedom, diversity, rational process, as well as human dignity, rule of law, human rights, honesty, and equity. Social studies incorporates the development of skills that enable students to link knowledge with beliefs that lead to action. Essential to social studies are skills related to acquiring information, skills related to organizing and using information, and skills involving interpersonal relationships and social participation.

THE ELEMENTARY SCHOOL SOCIAL STUDIES PROGRAM

At the elementary school level, the APS social studies program includes the following major emphases:

Kindergarten	-	Self-identity
First Grade	-	The Family
Second Grade	-	The Neighborhood
Third Grade	-	The Community
Fourth Grade	-	World Geography and the Study of New Mexico
Fifth Grade	-	United States History

In addition, a comprehensive range of other social studies topics and themes is included, for example, other countries and cultures, the United States Constitution, interpersonal communication, decision making, values, general history, and rules and laws.

THE MIDDLE SCHOOL SOCIAL STUDIES PROGRAM

At the middle school level, students take the following required courses:

Roots of Our Heritage (Sixth Grade) - focuses on the nature and sources of present institutions and values. Beginning with ancient civilizations and continuing through Greek and Roman civilization -- with options to include medieval western civilization -- the course emphasizes the social, political, economic, religious, and philosophical roots of western civilization. A unit in physical geography is also included.

Area Studies in World Cultures (Seventh Grade) - teaches about similarities and differences in patterns of living among people of different cultures. Using a common framework of cultural components that occur universally in human societies, students study a variety of modern cultures. In addition to the emphasis on cultures, the geography of each area is explored.

United States History (Eighth Grade) - is a chronological survey of American history, with special focus on the colonial period, the Constitution, and the modern period.

THE HIGH SCHOOL SOCIAL STUDIES PROGRAM

At the high school level, the social studies program is a composite of required and elective courses. Two-and-a-half social studies credits are required for graduation.

Required Courses

Civics (a one-semester course) introduces students to the American system of government and looks at ways in which students can influence the decision-making process. It shows students the structure of their legal system and stresses the role of citizens within a system of law that gives individual rights and requires individual action. It asks students to look at the complex economic system that affects them daily and to confront that economic system as informed consumers.

United States History (a one-year course) is a general survey course which traces the development of the United States from the time of early settlement to present-day society. It moves chronologically through the American experience with the "living Constitution" as a recurring theme and with particular emphasis on the post-Civil War period. The course attempts to explain how, in the process of change and development, the American people have used their intelligence and skills to establish political, economic, and social systems that have enabled them to adapt and survive in the environment of North America.

A World Concept Course (required for one year) may encompass a total world survey, an era survey, or an area survey, and it may be organized topically or thematically. A world concept course must include the concept of historical and cultural development, political and economic systems, social structures, and geographic regions. The following courses fulfill the world concept requirement: World History, Western Civilization, Eastern Civilizations, World Geography, and Anthropology.

Elective Courses

The following elective areas are included in the APS social studies program: Geography, Sociology, Economics, Social Psychology, Government, Ethnic Studies, Law, and Southwest History.

SOCIAL STUDIES PROGRAM GUIDELINES

District-wide coordination of the social studies program is provided by the APS Instructional Division under the direction of the Associate Superintendent for Instruction. The District Coordinator for Social Studies, in cooperation with administrators and teachers throughout the district, has the primary responsibility for program planning and coordination.

The following district guidelines assist in providing direction for the social studies program: district course descriptions, district curriculum guides, curriculum abstracts, and the social studies skills guide.

All of these resources promote the development of a K-12 district-wide program with consistent and appropriate expectations.

I. GOALS OF THE SOCIAL STUDIES PROGRAM

The Role and Significance of Program Goals

The central role of program goals as the basis for curriculum development is almost universally recognized. Goals are important because they provide identity to a program by defining and focussing priorities and by representing the program to students, staff, and the public. Goals also function as guidelines in that they inform teachers, students and administrators concerning expectations for what should and should not be included in the program. Finally, goals provide a basis for program evaluation: in order to assess program effectiveness, it is necessary to understand what the program is attempting to accomplish.

In a fundamental sense, then, goals are the basic foundation of the curriculum. From a conception of what the program is trying to accomplish, the following should emerge: a coherent series of courses and programs that are designed to achieve the goals; teaching methods and materials that support the learning of the appropriate content and skills; and evaluation procedures which ensure that the program is effective. Without a firm foundation provided by a clear and appropriate set of goals, all of these desirable results are more difficult to achieve.

Although the importance of goals is widely recognized in theory, the actual status and treatment of goals in educational systems often diverge widely from the ideal. As John Goodlad points out in A Place Called School, goals of schooling are in general woefully inadequate. Rather than conceptualizing and communicating a vision of what education should be, most stated educational goals represent a mishmash of philosophical generalizations, platitudes, manifestoes, and vague mission statements. The result is often a confusing state of affairs in which educators, students, and the public do not clearly understand what school programs are trying to accomplish.

In practice, then, goal statements are frequently inadequate as foundations for curriculum development. A further difficulty is that while "almost everyone agrees that curriculum development projects must be guided by goals of some sort," (Schaffarzick, 1975) the precise nature and function of goals within a given program is open to dispute. For example, one expert (Popham, as noted by Schaffarzick, 1975) believes that goals must be defined precisely in terms of specific behavioral objectives before they can be translated into a curriculum. Such precise definition, according to Popham, is a necessary prerequisite to designing, implementing, evaluating, and if necessary, modifying a program.

Another expert (Karplus, as cited in Schaffarzick, 1975) argues that such precise definition of program goals is not always possible, necessary, or desirable. Specifically, in fields where "the public has no preconceived notion of what children should learn", as well as in cases where various teaching styles and emphases are desirable, for example, curriculum developers should use general and imprecisely defined goals and objectives as guidelines. According to Karplus, detailed objectives should be reserved for subjects such as reading and swimming, where public expectations are clear, or such as typing, where there are "well defined skills...that can be appraised unambiguously." (Schaffarzick, 1975, p. 237).

It is the position taken in the present evaluation that the selection of the most appropriate type of goals and objectives depends upon the nature of the curriculum. The more precise and well-defined the curriculum field is, the more useful would be highly specific goals and objectives. On the other hand, general, flexible goals are more appropriate for programs in curriculum areas that are more ambiguous or hard to

define. Thus, for example, the goals of mathematics, because the field is clearly defined, would be more precise than the goals of social studies or fine arts, because the latter two fields are inherently harder to define.

The Role of Goals in Social Studies

What type of goals, then, are most appropriate for social studies? Clearly, social studies is one of the least precisely defined curriculum fields. It is concerned with human beings - their histories, societies, political systems, cultures, values, identities, aesthetic and artistic expressions, and feelings. As generally practiced in the United States, social studies encompasses such goals as preparation for citizenship, self-knowledge, understanding of the world and its people, transmission of cultural values, and teaching of life skills. All of these major components of social studies are highly abstract and difficult to conceptualize and operationalize. It is not immediately apparent, for example, how to best prepare students for citizenship or teach them social responsibility.

It follows, therefore, that although program goals are necessary for social studies, the goals will not be as precisely defined, categorized, or prioritized as might be goals in mathematics or even science. Rather, one should expect some degree of overlap, inconsistency and even outright contradiction among social studies goals. If one goal of social studies is to enhance a student's personal development, for instance, that goal will inevitably conflict with goals that aim to teach the student the norms and standards of social behavior. The conflict between the individual and the society is as long-standing as civilization itself.

This is not to say that social studies can dispense with clearly defined goals. In fact, the contradiction and inconsistencies among the various social studies goals are the strongest argument in favor of program definition, no matter how untidy such definition might be. The crucial point is this: given the inevitable inconsistencies regarding social studies goals, it is even more incumbent upon educators and the public to become aware of the full range and scope of the social studies. Thus, it is as important that we recognize the role of social studies in encouraging a necessary degree of social conformity as it is that we recognize the role of social studies in encouraging constructive, healthy social criticism and dissent. As the historian Henry Steele Commager has noted, freedom and order are both necessary for societal and individual health in a democracy. It is the responsibility of social studies to encourage both to flourish.

A second example will further clarify the point. Few would dispute the contention that it is a primary goal of social studies to help students understand and appreciate such American traditions and values as political liberty, freedom of speech, citizen responsibility, and loyalty. However, this emphasis should not in any way undermine the goal of teaching students to be citizens of the world: to learn about and appreciate other countries and cultures, to demonstrate tolerance and enlightened attitudes, and to bring vision and understanding to their consideration of world affairs. One goal is not more important than the other: they are both essential.

Program goals in social studies should therefore have the following characteristics:

1. Goals should be comprehensive and complete, covering the widest possible range of relevant content and skills.
2. Goals should be precise enough to be understood and to provide direction, and yet

flexible and broad enough to encompass a variety of approaches and philosophies.

3. Goals should be based on a coherent and appropriate concept of what is most important in social studies.
4. Goals should recognize the characteristics, needs, and abilities of the students for whose benefit they are formulated.
5. Goals should be broadly publicized in order that students, educators, and the public will understand the intent of the program.
6. Goals should be periodically re-examined and updated so as to reflect current student and societal needs and the best thinking of the field.
7. Goals should "support the kind of behavior students are to develop and the domains of knowledge and human experience likely to be most relevant and vital in their learning" (Goodlad, 1983, p. 47).

If all of these conditions are met, a social studies program will have a foundation that is well-designed and responsive to the needs of students and society. Such a foundation will facilitate the development, dissemination, and monitoring of curriculum expectations; the selection of methods and materials by social studies teachers; and the evaluation of the program.

The Nature of Social Studies Goals

In surveying contemporary social studies, experts have pointed out the lack of agreement as to the identity of social studies. Barr, Barth, and Shermis (1977, p. 1), for example, find that the field is "so caught up in ambiguity, inconsistency, and contradiction that it represents a complex educational enigma. It has also defied any final definition acceptable to all factions of the field." Similarly, Gross and Dynneson (1983, p. 9) see social studies as "an over-burdened, ill-defined, and fractured field limping haltingly into an era that demands civic involvement, social responsibility, economic competency, and historic grounding on a local, national and international scale." And finally, the National Science Foundation report on pre-college social studies (Wiley, 1977, p. 22) points out that the "lack of agreement as to what social studies really is, what is should be, and how it should be taught has had a profound effect on curriculum structure and content."

To understand the nature and significance of the conflict over social studies goals, it is necessary to clarify the issues behind that conflict. Once these issues are identified, it will be possible to use the perspectives on goals to understand more completely any ambiguities present in the identity of the APS social studies program.

It is essential to point out that although the term "social studies" was first coined in 1916 by the National Education Association Commission on the Reorganization of Secondary Education, the field has had a long distinguised history in western civilization, tracing its roots back to the ancient Greeks. Throughout this period, "social studies" was continuously taught, most often taking the form of history, but often including biography, geography, moral philosophy, and literature. History itself had a broader meaning as well throughout this period, often encompassing what today we would call economics, political science, or sociology. Throughout this entire era, a number of "social studies" traditions developed which had implicit or explicit goals. These traditions included social studies as moral education, social studies as the search for truth, social studies as personal development, social studies as citizenship development, and social studies as critical thinking and social criticism.

In contemporary thought about social studies, versions of these same historical social studies traditions have been identified and analyzed. For example, in an influential study on the identity of social studies, Barr, et al. (1977) identified three major traditions

that are present in contemporary social studies. NOTE: Although this conception of the goals of social studies is widely used in the literature of social studies, it is by no means the only conceptualization of the social studies field. It will be used in this evaluation as a convenient and useful framework for analysis. These traditions are:

1. Social studies as citizenship transmission.

   This is the oldest and most widely supported tradition in social studies. Its purpose is to transmit a "particular conception of citizenship" to all students. Teachers who belong to this tradition hold knowledge, assumptions, and beliefs which are considered to be "self-evident truths which need to be accepted at face value" (Barr, et al., p. 60). The ultimate goal of these teachers is to transmit these truths to students and thus to ensure that values survive. It is essential to realize that this conception of the ideal society or world may or may not conform to society's commonly shared values. Rather, citizenship transmission practitioners may seek to transmit values that are outside the cultural, social, or political mainstream.

   Examples of citizenship transmission may include:

   - Teaching about patriotism, American values, and the American heritage.
   - Teaching about lasting values expressed in world history and in various cultures,for example, freedom, human dignity, and social justice.
   - Teaching students that world peace is the ultimate goal of American politics and society.
   - Teaching students that military preparedness is a prerequisite to American survival.

2. Social studies as social science.

   According to the "social science" tradition, social studies should ensure that students "acquire the knowledge, skills, and devices of particular social science disciplines to the end that they become effective as citizens" (Barr, et al., p. 61). According to this conception, learning from the social sciences — including history, anthropology, geography, political science, sociology, and psychology — ensures that students will understand human behavior and culture and will be able to eliminate "ethnocentric biases, local prejudice, or wishful thinking". Students are thus transformed into social scientists who use methods that the historian, sociologist, or anthropologist would use to understand the world.

Examples of social studies as social science may include:

- Studying Eskimos to understand how cultures differ in their customs.
- A political science unit in which students investigate the dynamics of power through a case study approach to analyzing legislation.
- A history unit in which students are asked to determine the influence that a hypothetical action or decision would have had on events.

3. Social studies as reflective inquiry.

   The purpose of social studies as reflective inquiry is to teach "decision making in a socio-political context." (Barr, et al. p. 64). According to this view, citizenship in a democracy requires people to make enlightened choices. These decisions may relate to politics or to the student's private life: for example, making a purchase or selecting a career. According to this tradition, the primary goal of social studies is to teach students ways of "analyzing choices and projecting consequences" so that they can function effectively as citizens.

Examples of social studies as reflective inquiry include:

- ¶ Students discussing/deciding whether to support a nuclear power plant in their community, while considering nuclear power and energy issues as well as personal values.
- ¶ Students considering technological issues and personal values revolving around computer technology in the context of whether or not to buy a home computer.
- ¶ Students considering the ethical and personal values implicit in choosing a career.

4. An additional tradition not specifically identified by Barr, Barth, and Shermis but highlighted by other social studies experts is social studies as personal development. In this rather diverse tradition, the emphasis is placed upon the student's growth and development as a person. Such an approach stresses expanding the student's awareness, teaching students about values, and teaching students about decision making and life skills.

   Examples of social studies as personal development include:

   - ¶ Helping students clarify their personal and social values.
   - ¶ Helping students appreciate how fundamental cultural values throughout history relate to them personally.
   - ¶ Helping students learn to make decisions related to their personal lives, but not specifically in a social-political context.

Barr, Barth, and Shermis see these social studies traditions as being largely distinct and mutually exclusive: adherents of one position generally disagree with adherents of the other traditions. Other social studies experts believe that the traditions can be, and are actually, combined in individual teachers' values and teaching practices. In regard to the relationship between these social studies traditions and the goals of social studies in the Albuquerque Public Schools, two issues are paramount:

- ¶ To what extent is consensus and agreement regarding the importance of social studies goals and the traditions they embody possible?
- ¶ If consensus is possible, to what extent is it desirable?

The Possibility of Consensus Regarding Goals

In terms of historical depth, the analysis of social studies goals presented by most current theorists is short on perspective. If social studies experts had traced the four traditions back into history, they would have found that these four traditions, in various forms, have persisted for hundreds and sometimes thousands of years in western civilization. With such perspective, they might have concluded that all of the traditions address fundamental educational needs in social studies.

The citizenship transmission tradition is almost as old as recorded history, and has been the major theme of social studies in most cultures and societies as well as in the contemporary United States. Historians in ancient Greece were consistently concerned with transmitting values and models of proper conduct through history and biography. In the middle ages, Christian historians wrote lives of saints and chronicles that were chock-full of edifying tales to ensure that appropriate values were being transmitted. The entire tradition of literary humanism in western culture presupposed education as the pursuit of a cultural ideal. And in the Renaissance, calls to civic virtue anticipated the nationalistic historians of the nineteenth century.

The social science tradition began as far back as the Greek historians Herodotus and Thucydides, who were the first to use history as a means of reflecting on the causes and nature of events and people. Although this tradition has long been secondary to the citizenship transmission tradition, in recent centuries it has emerged as the dominant tradition among practicing social scientists and historians.

The first influential practitioner of "reflective inquiry" in human affairs was probably Socrates in the 5th Century, B.C. Since his time, one can find no lack of philosophers, historians, and cultural leaders who emphasized social criticism and socio-political values: St. Paul, Martin Luther, the Renaissance humanists, Voltaire, Karl Marx, and many others.

Finally, the emphasis on personal development has roots in ancient Greece, where education of the "well-rounded individual" was paramount. For centuries, personal development was equated with the liberal arts, although in recent years personal development has taken on a psychological orientation. It is more likely to include values education, self-knowledge, survival skills, and other approaches and topics.

Given the impressive durability of these social studies traditions and their apparent utility in meeting individual and cultural needs, it is unrealistic to expect that one or another tradition should emerge as the primary tradition to the exclusion of others. Rather, a reasonable approach is to accept the validity of all of the traditions and then from each tradition to consciously and judiciously extract what is useful for social studies education. Thus, for example, one might encourage the transmission of cultural values (the citizenship tradition), while trying to ensure that social studies does not become narrow and sectarian. A teacher could use the social science tradition to teach students analytical skills and sound methods for understanding people and society, while rejecting the abstract aridity of much current social science research. And one could encourage the use of reflective inquiry methods without rejecting the necessity of transmitting central cultural values from generation to generation.

The Desirability of Goal Consensus

It has been stated earlier in this report that goals are necessary for giving direction to the social studies program. Yet, as has been previously pointed out, some types of programs, including social studies, have intangible goals that are not perfectly consistent or easy to define.

Some social studies experts have maintained that it is the diverse nature of the goals in and of itself that has created the confusion within social studies. However, it is the position taken in this evaluation that the confusion in social studies has not been the result of the existence of different goal orientations in social studies. Throughout history and in contemporary society, conflicting ideals and goals have often been maintained without threatening social or cultural cohesion or sense of purpose. Rather, the lack of clear identity in social studies has more likely been the result of inadequate conceptualization of the goals themselves and their interrelationships, as well as a lack of vision concerning the potential for integrating all of the conflicting traditions into a comprehensive social studies program. The problem is not the result of conflicting goals per se, but rather of the fact that teachers, students, parents, administrators, and social studies experts have not fully conceptualized the goals or become conscious of disagreements and the reasons behind the disagreements.

The lack of understanding has been partially remedied by efforts of the social studies experts cited in this report. It is now possible to get a clear picture of the range

and diversity of social studies goals and to make sense out of the diversity. The most important task now is to develop awareness among social studies educators and the general public of the roles and meanings of the various traditions in the social studies. Once this is accomplished, few will fail to see value in all of the traditions. Teachers, especially, will be able to use the traditions and the program goals that embody them as a guide to ensure that they are adequately addressing the full range of important social studies goals in their classes. Administrators and the community could use clear conceptions of the traditions as a basis for developing goals for social studies and ensuring that the goals comprehensively reflect all of the social studies traditions in a proper balance.

It is important that consensus on the goals of social studies be reached. However, this consensus need not be mechanical or artificially systematized. Given the diversity of social studies goals, it would not be possible or desirable to publish a list of goals in a rigid order of relative priority. Rather, the diversity of social studies goals and philosophies should serve as a guideline to make sure that students are being exposed to all aspects of the social studies curriculum, not just the ones that the community, an individual school administrator, or an individual teacher might choose to emphasize.

Now that the role of goals in social studies has been examined, it is necessary to assess the extent to which the social studies program in the Albuquerque Public Schools is based upon a clear and well-designed set of goals. This will be accomplished by addressing the following six goal-related questions:

L **A. To what extent does the APS social studies program have goals that are thoughtfully selected and clearly stated in such form as to furnish direction to the program?**

L **B. What is the role of the APS social studies program in contributing to the accomplishment of the broad goals of education?**

L **C. To what extent does a consensus exist in APS regarding the identity and significance of social studies?**

L **D. Which goals do the various publics identify as the most important goals for social studies? How congruent are actual program goals with the stated goals of students, teachers, administrators, and parents?**

L **E. How do the current goals of the APS social studies program compare with the goals identified as appropriate in the national literature?**

L **F. What is the process for determining, defining, and publicizing the goals of social studies in APS? How effective is this process?**

L A. TO WHAT EXTENT DOES THE APS SOCIAL STUDIES PROGRAM HAVE GOALS THAT ARE THOUGHTFULLY SELECTED AND CLEARLY STATED IN SUCH FORM AS TO FURNISH DIRECTION TO THE PROGRAM?

As established earlier, a set of social studies goals is necessary for development of the program. Goals provide philosophical and practical guidelines and define expectations for staff, students, parents, and community. They help teachers and curriculum developers design and adopt course guidelines and teaching methods and materials, and they facilitate program accountability and evaluation.

In spite of the potential significance of goals in furnishing direction to educational programs, the development of goals is frequently overlooked. Programs are typically

based on habit or tradition, rather than on clear thinking and planning. Furthermore, even after goals are formulated, they are frequently ignored and neglected as not being applicable to the day-to-day situation (Goodlad, 1983).

These trends, which are found in education in general, have been found to exist in social studies as well. According to research of the National Science Foundation, social studies teachers across the nation are not attentive to district goals and curriculum guidelines. Furthermore, one leading social studies researcher (Shaver, 1978, p. 6) notes a lack of goal orientation in social studies: "Mindlessness—general lack of thought about purpose and about how method and content affect purpose—should still be a central concern among social studies educators..."

Teachers appropriately derive their goals from a variety of sometimes conflicting sources: their unique individual life experiences, their educational backgrounds, their colleagues, students, parents, and other school system personnel, among others. Be that as it may, teachers must still rely on district guidelines if they are to operate with a clear sense of purpose as to which social studies goals should be addressed, at which grade levels, and in which courses.

If a social studies teacher in the Albuquerque Public Schools were to try to learn about relevant goal expectations, where would he or she turn? What district guidelines and materials would be available?

The hypothetical teacher in search of district guidelines would encounter considerable difficulty. At the district level, a set of goals has guided the development of the present curriculum, which was developed in the mid-1970's before the present district social studies coordinator assumed her position. These goals are embodied in the present written social studies program: in the curriculum abstracts, course descriptions, curriculum guides, and skills guides for teachers. Although program development has been based on a set of goals, the goals themselves are not at present compiled, organized, printed, or disseminated in such a way as to be accessible. Our hypothetical teacher would be likely to receive useful information and advice from the social studies coordinator regarding district goals and would probably even receive various guidelines published by the National Council for the Social Studies. The teacher would therefore probably be satisfied on an individual, ad-hoc basis and would likely get a clear and comprehensive idea of social studies goals. The teacher would not, however, have seen any specifically identified written district goals that would have served as a guideline.

The teacher might also turn to his or her individual school for guidance. The school's Curriculum Development Plan (CDP) typically incorporates district social studies goals in its description of the school's curriculum. The goals in the CDP's were used as a basis for program development in social studies at each of the schools. CDP's, however, are not generally used on a day-to-day basis; teachers and administrators would not be likely to turn to them for guidance regarding goals.

In summary, then, district goals for social studies do exist and were thoughtfully selected so as to correspond to the best practice of social studies at the time when they were developed. They have been used over the last six or eight years as the basis for program development. However, they are not presently in any usable or readily available form and they would be of little help to someone seeking to learn about the goals of social studies in the Albuquerque Public Schools.

Jean Craven, the district social studies coordinator, views the lack of readily available goals as a "serious gap." She believes that it is extremely important for teachers to agree upon a concept of what their mission in the classroom is, i.e., what they should be teaching and why they should be teaching it. She views this as especially important in social studies because, as has been demonstrated, social studies can mean many different things to different people. Developing and disseminating written goals should be a major priority upon the completion of the present evaluation.

I. B. WHAT IS THE ROLE OF THE APS SOCIAL STUDIES PROGRAM IN CONTRIBUTING TO THE ACCOMPLISHMENT OF THE BROAD GOALS OF EDUCATION?

Since the early days of the American Republic, the need for an enlightened, informed citizenry has been stressed. As Thomas Jefferson stated, "If a nation expects to be ignorant and free, in a state of civilization, it expects what never was and never will be." (Letter to Colonel Charles Yancey, January 6, 1816.)

In these days when basic skills in education are often equated with mastering the "3 R's" (Wiley, 1977), it is essential to keep in mind the role of other subjects, including social studies, in the education of students. Michael Hartoonian, a well-known writer in social studies, phrased it aptly when he wrote that although reading, writing and arithmetic are absolutely necessary, they are also necessary in tyrannies and totalitarian states. He admonished, "To keep us free in a state of civilization, to keep us growing in liberty and in hope, we need something more - and something much more basic - something we might call civic literacy." (Hartoonian, 1977)

This emphasis upon civic literacy - upon education for citizenship - has been seen as the mission of social studies since the field first took coherent shape in the early twentieth century. However, educating for citizenship, though broadly agreed to in principle, may mean many things to many people. It is necessary to define more precisely what is meant by social studies as civic education.

One fundamental task is to define what knowledge, skills, and attitudes are necessary or desirable for citizenship. As has already been stated, significant disagreement exists regarding the most appropriate goals for social studies. Nevertheless, all would presumably agree on the need to master the fundamental knowledge embodied in some or all of the following fields: history, sociology, geography, philosophy, psychology, economics, political science, law, anthropology, and religion. Beyond this, it is necessary for students to master such skills as critical thinking, locating information, problem solving, reading, synthesizing data, and communicating orally and in writing, among others. And finally, social studies must teach students such democratic values as freedom, respect for diversity, equal opportunity, justice, and respect for truth.

Certainly much of the knowledge and many of the skills listed are related to other school subjects such as language arts, math, science, or fine arts. However, as Hartoonian points out, the chief distinction between social studies and other subjects is that social studies is practiced in a "uniquely human context...in the service of the fundamental human quest." (1977, p. 2)

In social studies, learning how to read and write occurs in a special context - the context of the human world of self, others, friends, family, community, nation, and world. All skills and knowledge are marshalled for the purpose of teaching the student to function as an enlightened citizen of his/her community, nation, and world.

Such goals are idealistic and obviously not capable of complete realization. In addition, they may sound vague and hard to translate into reality. In order to comprehend the role of social studies more concretely, one may compare the goals attributed to social studies with those attributed to education in general. This method will yield a practical understanding of the role of social studies in education.

In an effort to provide guidance for those wishing to achieve a sense of direction for schooling, John Goodlad (1983) has compiled a list of educational goals that are so commonly shared across the country that a consensus may be said to exist. His comprehensive list of goals was synthesized from a historical review of goals for schooling and an analysis of educational guidelines from each state.

Goodlad categorizes the goals which he found as follows:

1. Academic goals, including mastery of basic skills and fundamental processes of education, as well as intellectual development.
2. Vocational goals, including learning how to make vocational decisions, developing positive attitudes toward work, and preparing for vocations.
3. Social, civic, and cultural goals, including interpersonal understanding, citizenship and enculturation.
4. Personal goals, including emotional and physical well-being, aesthetic expression, and self realization.

It will be seen that social studies plays a major role in every one of these four domains.

1. Social Studies and Academic Goals.

Social studies is one of the fundamental subjects of the school curriculum. In social studies, students learn about their heritage, master the content and skills in social studies disciplines, and acquire the capabilities necessary for citizenship. In addition, social studies shares with other subjects the responsibility for teaching the basic academic skills identified by Goodlad: reading, writing, listening, speaking, using sources of information, and computation. Goodlad also identified skills associated with intellectual development: rational thinking, critical thinking, and decision making. These are key skills that are directly addressed by social studies.

2. Social Studies and Vocational Goals

Social studies plays a major role in teaching students decision making skills as well as in developing social habits and attitudes that are appropriate for the world of work. The contribution of social studies to work preparation is often not readily visible, and students in particular do not often see social studies as related to careers. Nevertheless, even students who do not plan to become historians or political scientists use social studies to prepare them for work. As the social studies authority Jarolimek points out (1981, p. 17), "within social studies, work should be studied as an essential component of a healthy society and economy. Trends and changes in the job market, labor-management relations in a free society, the discipline or work,...and psychological and sociological aspects of work...are but a few of the topics students should encounter in a good social studies program."

3. Social Studies and Social, Civic, and Cultural Goals

Promoting interpersonal understanding, encouraging citizenship participation, contributing to enculturation, and developing character are at the heart of social studies. Necessary

skills and knowledge taught almost exclusively through social studies include: developing historical perspective, understanding the interrelationships among complex organizations, understanding the interdependence of the world's cultures and environments, developing consumer skills, developing a commitment to the values of democracy, developing a knowledge of the government's operations, learning to get along with others, learning to appreciate other cultures and ways of living, developing a willingness to participate in government, understanding one's cultural heritage, understanding how traditions from the past are still alive today, understanding and adopting appropriate norms of one's groups, and developing moral integrity.

4. Social Studies and Personal Goals

Social studies plays a significant role in promoting the student's emotional and physical well-being. It expands receptivity to feelings, encourages students to engage in constructive self-criticism, develops emotional stability and the ability to adjust to change, helps students deal with problems in original ways, encourages toleration of new ideas and consideration of differing points of view, contributes to social and cultural life, develops self-confidence, and promotes accepting responsibility for one's decisions and their consequences.

Conclusion

Social studies plays a central role in accomplishing virtually all of the most important major goals of education. Frequently, as in the case of promoting intellectual development, social studies works together with other subjects such as language arts, mathematics, and science to accomplish shared goals. In some specific areas, such as in the domains of social, civic, and cultural goals, and in the realm of personal goals, social studies carries the primary responsibility.

I. C. TO WHAT EXTENT DOES A CONSENSUS EXIST IN APS REGARDING THE IDENTITY AND SIGNIFICANCE OF SOCIAL STUDIES?

Consensus Regarding the Significance of Social Studies

Authorities on education at the national level are in unanimous agreement that social studies is one of the key components of the school curriculum. The report, A Nation at Risk (1983), identified social studies as one of the "five new basics" of education (along with language arts, mathematics, science, and computer education). According to the Carnegie Commission report, (High School: A Report on Secondary Education, 1983) the "core of common learning" to be mastered by students includes civics, United States history, western and non-western civilization, technology, the meaning of work, and service. Ernest Boyer, the author of the Carnegie report, states, "While we are respectful of the need for math and science education, in the end the purpose of public education is, as Jefferson suggested, an enlightened citizen." (Report on Education Research, Sept. 28, 1983, p. 2)

The College Board's Academic Preparation for College (1983) rates social studies as one of the six areas basic to preparation for college, citing the role of social studies in teaching about the "complexity of our social environment" and promoting citizenship skills. In addition, according to the College Board, social studies provides a context for all of the arts and sciences.

United States Secretary of Education Terrel Bell also views social studies as being of prime importance, listing the teaching of civic literacy as one of the three major priorities for American schools. Bell called civic literacy "essential to attaining what Benjamin Franklin meant when he announced after meetings of the founders of our nation that we had a Republic if we could keep it." According to Bell, our schools must teach "how we can keep our Republic" through history, political science, and social studies." (Speech, Indianapolis, Indiana, December 8, 1983, as quoted in Report on Education Research, March, 1984.

It is clear, therefore, that the national experts see social studies as vital. How does this compare with the perceptions in the Albuquerque Public Schools?

On questionnaires developed and distributed during this evaluation, APS students, teachers, counselors, administrators, and parents were asked to rate the importance of social studies and to give reasons for their responses. The results are presented in Figure I. 1 below.

FIGURE I.1. IMPORTANCE RATINGS ASSIGNED TO SOCIAL STUDIES BY APS EDUCATORS, STUDENTS, AND PARENTS

"In general, how important do you think it is for students to take social studies courses?"

	ABSOLUTELY ESSENTIAL	VERY IMPORTANT	A GOOD IDEA, NOT ESSENTIAL	NOT IMPORTANT
Elementary Teachers	40%	53%	6%	1%
Middle School Teachers	76%	23%	1%	0%
High School Teachers	70%	21%	9%	0%
Elementary School Administrators	57%	37%	6%	0%
Middle School Administrators	58%	38%	4%	0%
High School Administrators	36%	59%	5%	0%
Elementary School Counselors	46%	53%	1%	0%
Middle School Counselors	67%	27%	6%	0%
High School Counselors	65%	32%	3%	0%
Parents (All Levels)	48%	44%	8%	0%
5th Grade Students	*	*	*	*
8th Grade Students	9%	47%	37%	7%
High School Students	11%	48%	37%	7%

FIGURES MAY NOT ADD UP TO 100% DUE TO ROUNDING OFF

*Note: 5th grade students were asked the same question as other groups. However, they were provided with a simplified scale: Very Important, Somewhat Important, Not Important. The results are as follows:

	VERY IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT
5th Grade Students	65%	31%	4%

Discussion

TEACHER PERCEPTIONS:

In general, social studies teachers gave social studies the highest importance rating. Reasons given for this rating varied widely, but most commonly included the following: social studies helps students understand the world, past and present; social studies helps students understand and prepare for the present and future; social studies helps students learn to understand and respect the customs of others; social studies helps students cope with society and/or the world; social studies promotes good citizenship. Elementary school teachers are an exception to this pattern: only 40% rated social studies as "absolutely essential" compared to 76% of the middle school teachers and 70% of the high school teachers. Still, a large percentage of elementary teachers (53%) did rate social studies as "very important."

The high importance rating that middle school and high school teachers gave to social studies is largely attributable to their specialization in the field. Since they are mainly social studies specialists with a specific career commitment to social studies, it is easy to see why they would assign a high value to social studies. NOTE: Please refer to Section III. E. for a summary of the backgrounds and training of the social studies teachers.

A phenomenon that is harder to interpret is the lower rating — as compared to other teachers — given by elementary teachers. Though elementary teachers indicated that they believe that social studies is important, far more of them selected the term "Very Important" rather than the stronger term "Absolutely Essential." Because this issue is difficult to understand and extremely important, teachers at the social studies evaluation conference (see "Study Design and Methodology" section, p. 3) were asked to assist the evaluators in explaining the reasons for the lower importance ratings on the part of elementary teachers.

One important factor which teachers at the social studies evaluation conference singled out is the multitude of demands placed on the elementary school teacher, particularly by testing and accountability programs. It should be recalled that the performance of students, teachers, and schools at the elementary level is judged, to a far greater extent than at other levels, on the basis of scores on the CTBS (Comprehensive Test of Basic Skills, a state-mandated test). Although the CTBS does have a social studies subtest, the major emphasis is placed upon scores in reading, language arts, and math. Furthermore, as will be discussed more fully in Section IV of this report, the CTBS social studies subtest does not appear to assess content and skills that are specific and unique to social studies. In the present climate of accountability primarily through test scores, it is understandable that elementary school teachers would encourage the acquisition of reading, writing, and mathematics skills and de-emphasize, relatively speaking, other subject areas such as social studies.

Confirmation of this explanation is provided by the National Science Foundation (NSF). In 1977, the NSF found, in a survey of teachers, that the average elementary school teacher taught social studies for 125 minutes per week. The NSF partially attributed this small amount of time to the expectations placed on teachers through the "back to basics" and "accountability" movements. Elementary teachers, perceiving that the public and the school system placed the highest priority on the "3 R's", apparently have tended to de-emphasize social studies relative to the "basics."

Such a trend may be apparent in APS as well. Elementary teachers in the district reported in the evaluation survey that, on the average, they teach social studies for 108 minutes per week, or an average of just over 20 minutes per day. Further evidence for this hypothesis was provided by elementary teachers at the evaluation conference, who felt that APS and the public do not stress social studies as strongly as they do the "3 R's".

Another possible explanation for the lower importance rating, pointed out by teachers at the evaluation conference, is the lack of a coherent elementary school social studies program with clear expectations. This hypothesis is supported by evidence collected during this evaluation (See Section II. A., p. 60 for a complete discussion of this issue). It is important to note that the lack of direction and clear expectations in social studies for elementary teachers may have influenced their relatively low estimation of its importance.

A third explanation is that elementary school teachers are not subject specialists in social studies and do not necessarily have extensive training in the subject. In order to be certified to be an elementary school teacher in New Mexico, an individual is required to take no more than one or two courses in history or the social sciences. Often the exposure to social studies teaching methods is very brief as well. This lack of extensive training in social studies could result in a diminished appreciation for the importance of the subject.

Whatever the reasons, the lower importance rating given by elementary school teachers is a significant finding which may explain many aspects of the elementary school social studies program. The possible influence of this factor will be further discussed in Section II of this report.

PARENT PERCEPTIONS

In light of the above-mentioned public demand for accountability, it is essential to understand how parents feel about the importance of social studies. The pattern in the parent responses was very clear: almost all (92%) of the parents felt that social studies was either "absolutely essential" (48%) or "very important" (44%). This represents a strong endorsement for the importance of social studies.

As was true with teachers, parents gave a wide variety of reasons for their views of social studies' importance. Representative statements included:

- ¶ Social studies helps students cope with society and the world.
- ¶ Understanding the past helps students understand the present and anticipate the future.
- ¶ Social studies helps students understand the world; social studies helps students understand the histories and traditions of other countries and cultures.
- ¶ Social studies contributes to students' personal development.

It is noteworthy that some parents, via open-ended responses, expressed a feeling that social studies needs to be given more emphasis in APS. Representative comments in this regard include:

"Our past, present and future are vitally interlinked - to appropriate the present and change/amend the future, the past must be studied in depth and understood in depth."

"We live in a small world. The more we know about it the better. All students must learn to analyze, think critically and make intelligent decisions about their world."

"Social studies enables a student to evaluate his society, participate as a citizen, and learn about his world neighbors. It is essential to be informed or our society will not continue as a democracy."

"As the world becomes smaller through satellites, media, etc., the ability to evaluate and critically analyze world and national happenings becomes essential to decision making and ultimately to world survival."

"How can we have a truly democratic society if our kids aren't taught the importance of voting, why you vote, how government operates? Our society would atrophy if social studies was neglected."

"Our students do not get enough history, geography, world politics - they are ignorant compared to European students. The World concept of history and society should be stressed."

"We are a democratic society. If the leaders of tomorrow are not taught the way of the system...then what?"

The mandate from the parents surveyed is therefore clear: social studies is an extremely important subject that should be a basic component of every student's education.

ADMINISTRATOR OPINIONS

Principals and assistant principals in the Albuquerque Public Schools felt almost unanimously that social studies is "absolutely essential" or "very important." Again, the reasons for the rating varied widely, with many of the same themes predominating. However, one notable trend is apparent: significantly fewer of the high school administrators than administrators at other levels rated social studies as absolutely essential. One might speculate that this is due to the wide variety of "important" courses offered at the high school level and the fact that student interests and characteristics vary widely.

COUNSELOR OPINIONS

Counselors, like teachers, parents, and administrators, generally viewed social studies as extremely important. As was true with teachers, counselors at the elementary school level rated social studies as significantly less important than did middle school and high school counselors. This trend is likely attributable to the many of the same causes: the emphasis on the "3 R's" and the lack of a clear and visible program at the elementary level.

STUDENT OPINIONS

Students at all levels (5th grade, 8th grade, and high school) rated social studies as significantly less important than did the other groups surveyed.

High School Student Opinions:

As with other groups, those high school students who saw social studies as being important cited a variety of reasons, most commonly, it helps one:

- understand the world
- learn about the United States,
- learn about the customs and cultures of other countries,
- understand society.

However, 170 students (30% of the sample) felt that it:

- is relatively unimportant
- is uninteresting,
- is not as important as other subjects
- should not be required

Thus, although almost 60% of the high school students surveyed did rate social studies as "absolutely essential" or "very important," a significant percentage saw less value in the subject. It is important to note that very few students saw no value in the subject.

Eighth Grade Student Opinions

The pattern of opinion for 8th grade students was almost identical to that noted for high school students: although a majority (56%) saw social studies as "absolutely essential" or "very important", 37% said it was "a good idea, but not essential" and 7% said it was not important. In open-ended responses, 20% of the students gave such reasons as: "It's not practical"; "It doesn't prepare you for jobs"; "It's not important"; "The past is not relevant"; "It's not as important as other subjects"; and "It's not interesting".

Fifth Grade Student Opinions

A simpler rating scale was used for the fifth grade students because it was felt that they were not capable of such fine discrimination as 8th grade students or high school students. Because the scale ranged from "very important" through "somewhat important" to "not important", some precision in results was lost.

Although slightly more fifth grade students felt that social studies was important than did eighth grade students or high school students, the same general pattern holds: 65% responded "very important", 31% responded "somewhat important", and 3% responded "not important". Forty-nine percent (49%) of the fifth grade students included such positive comments as: "The past helps you deal with the present"; "Social studies helps you learn to get along with other people"; "Social studies encourages personal development"; "Social studies helps you understand the world and current events"; "Social studies helps prepare you for jobs and work." Negative comments regarding the importance of social studies included, "Social studies is boring" and "Social studies is not practical."

Overall, the relative absence of student appreciation for the importance of social studies is noteworthy. Clearly, this is an issue with wide-ranging implications for the social studies program. Attempting to understand this phenomenon is therefore of considerable importance.

Teachers attending the social studies evaluation conference posited some viable hypotheses to explain the relative lack of student appreciation for the importance of social studies. Some explanations relate to the characteristics of students. According to this view, many students are job-oriented and do not see how social studies will help them in the world of work. Also, students are often not mature enough to understand the significance of citizenship responsibilities, and often do not pay attention to world events. Some teachers felt that only later in life (for example, when they vote) will they see the benefits of social studies.

Some possible explanations relate to the nature of social studies. Social studies classes do not yield the kind of tangible results as do typing or industrial arts classes, for example. In addition, the confusion regarding the identity and significance of social studies may be a partial explanation, as well, in that students may not understand the goals of the social studies program. Some teachers at the evaluation conference felt that the current social studies program was repetitious, and that it might therefore bore students. Other teachers speculated that the program might be attempting to teach too much fact-oriented content, and that this might inhibit the interest and learning of fundamental concepts. Finally, some of the teachers felt that students' relatively low ratings are due to the way social studies is sometimes taught: that students may be reacting to non-involving teaching methods.

Corroboration for this last hypothesis emerges from national social studies experts and from John Goodlad's A Place Called School. National social studies authorities have for years decried the non-involving methods (primarily teacher-centered lecture and discussion) used by social studies teachers and have felt that the use of such methods is a major factor in student's relative lack of appreciation for social studies. The contention is mainly hypothetical in that little empirical evidence exists to support or refute it. However, Goodlad does quote an older (1949) study in which it was found that student interest in individual social studies topics was high, whereas interest in social studies as a subject was low. Goodlad suggests that this discrepancy may be related to the non-involving methods often used in social studies classes.

That the importance assigned to social studies by students may be influenced by their interest in the subject is indicated in other results from the current evaluation. Students at all levels were asked to rate their interest in social studies as compared to a variety of other subjects. Responses are presented in Figure L2 below.

FIGURE L2. STUDENT INTEREST IN SOCIAL STUDIES AS COMPARED WITH OTHER SUBJECTS. Each figure represents the percentage of students selecting each subject as their favorite subject, their second favorite subject, and their third favorite subject. NOTE: Figures may not add up to 100% due to rounding off.

FIFTH GRADE STUDENTS

	Language Arts	Mathematics	Reading	Science	Social Studies
1st choice	12%	43%	24%	16%	4%
2nd choice	17%	17%	34%	23%	8%
3rd choice	28%	12%	19%	22%	19%

EIGHTH GRADE STUDENTS

	Language Arts/Rdg.	Mathematics	Phys. Educ.	Science	Social Studies
1st choice	18%	23%	36%	10%	12%
2nd choice	21%	25%	18%	17%	19%
3rd choice	21%	16%	14%	24%	24%

HIGH SCHOOL STUDENTS

High school students were asked to rank order 10 subjects according to their interest in the subject. A rank of "1" was given to the most interesting subject, whereas a rank of "10" was given to the least interesting subject. Average rankings are presented below, from the subject given the highest average interest ranking to the subject given the lowest average interest ranking.

English	4.3	Business Education	5.4
Mathematics	4.6	Physical Education	5.5
Science	5.0	Foreign Language	6.2
Social Studies	5.1	Industrial Arts	6.2
Fine Arts	5.3	Home Economics	7.0

The overall trend at the three levels is that students do not like social studies as well as mathematics, English and reading, and they like it about as well as they like science. This finding is, incidentally, consistent with Goodlad's finding in A Place Called School.

One final note is necessary. High school students were asked to name the subject this year in which they learned things that were most important to them as human beings. Of the 568 students who responded:

141 mentioned social studies classes

131 mentioned English classes

58 mentioned math classes

56 mentioned science classes

53 mentioned business education classes

34 mentioned fine arts classes

31 mentioned industrial arts classes

These students were mostly seniors and virtually all of them were enrolled in English classes as well as social studies classes. Far fewer of them were taking other courses. These enrollment patterns certainly bias the results in favor of social studies and English. And yet, it is clear from these results that social studies can be and often is made meaningful and valuable to a considerable number of students.

Consensus Regarding the Identity of Social Studies

It is possible to identify a great many goals and functions for the APS social studies program. Joyce, Alleman-Brooks, and Orimoloye (1982), for example, proposed fifty social studies goals which ranged from applying reading skills to respecting the lifestyles of others and applying methods used by social scientists. Goodlad listed 63 general goals for schooling, at least 57 of which relate directly to social studies. This abundance of social studies goals, inevitable though it is, makes it extremely difficult to gain a clear concept of social studies: the more that social studies encompasses, the more elusive it can become.

Fortunately, as has been seen, social studies experts have developed ways of organizing social studies goals into meaningful clusters based on common themes. One such conceptualization — the one by Barr, Barth, and Shermis (1977), previously discussed — will be used as a basis for analyzing the goals of social studies in APS.

As has been previously noted, Barr, Barth, and Shermis have identified three major traditions in social studies:

SOCIAL STUDIES AS CITIZENSHIP TRANSMISSION, emphasizing the transmission of "self evident truths that need to be accepted at face value" (p. 60) for the purpose of ensuring the survival of fundamental values.

SOCIAL STUDIES AS SOCIAL SCIENCE, which attempts to ensure that students "acquire the knowledge, skills, and devices of particular social science disciplines to the end that they become effective as citizens" (p. 81).

SOCIAL STUDIES AS REFLECTIVE INQUIRY, which stresses "decision making in a socio-political context" (p. 64).

One other orientation has been added for the purpose of this evaluation:

SOCIAL STUDIES AS PERSONAL DEVELOPMENT, which includes decision making, self-development, values, and life skills.

In order to assess the priorities in APS regarding the goals of social studies, a list of eight representative social studies goals was included in the evaluation instruments. Each of these goal statements corresponded to one of the four traditions. Each tradition was, in turn, represented by from one to three goal statements. Students, teachers, parents, administrators, and counselors were each asked to rank the goals in order of their relative importance.

Due to the complexity of social studies goals, the eight goal statements do not represent the traditions perfectly. Just as with the traditions themselves, some overlap and ambiguity exists. Learning important facts and concepts in the various disciplines, for example, may or may not belong to the social science discipline, depending on how the facts and concepts are taught and whether they are integrated into a coherent view of the discipline. A further limitation is that only eight statements were chosen to represent the four traditions. When Barr, Barth, and Shermis sought to determine attitudes toward the four traditions among social studies educators, they used an entire survey form. Due to the fact that the present evaluation has a different focus, such in-depth treatment was not feasible. However, even within these limitations, it is possible to derive a view of the priorities of teachers, parents, students, administrators, and counselors in APS vis-a-vis the four identified traditions.

The eight representative goal statements included in the instruments were:

Social Studies as Citizenship Transmission Goal Statements

- "To help students develop an understanding and appreciation of American values, institutions, and ways of life."
- "To help students understand the histories, traditions, values, institutions, and characteristics of countries and cultures throughout the world."

Social Studies as Social Science Goal Statements

- "To teach students how to use the methods of the social sciences (for example, historical research, political analysis, gathering of sociological data)."
- "To teach students important facts and concepts in history, civics, geography, sociology, psychology, etc. (for example, Jefferson wrote the Declaration of Independence, the concept of constitutional rights)."

Social Studies as Reflective Inquiry Goal Statements

- "To encourage students to participate actively in the society and in the political system (by voting, joining civic organizations, expressing opinions publicly, etc.)"
- "To encourage students to examine public issues, including controversial issues."
- "To help students learn to evaluate and critically examine the society in which they live."

Social Studies as Personal Development Goal Statement

¶ "To encourage the student's personal development by teaching about values, decision making, getting along with others, etc."

Teachers, parents, administrators, counselors, and high school students were asked to rank-order the set of goals from highest importance (1) to lowest importance (8). Although it is recognized that it is difficult to discriminate among a set of eight important goals, rank ordering was the only valid way of setting priorities. Due to the fact that all of the eight goals are extremely important, asking respondents to provide a general importance rating would be redundant. Asking them to rank order the goals, by contrast, provides data concerning the relative priority assigned to each goal. And since teaching and learning are commonly a process of selecting what is most important from a wide range of important topics, forcing respondents to prioritize goals is very similar to what students and teachers do every day when they decide what is most important to teach and to learn.

The average (mean) ratings of the eight goals provided by all groups are presented in Figure L 3, below. The mean ranking (1= highest; 8= lowest) and the relative importance compared to the other goals are provided for each goal.

FIGURE L 3. IMPORTANCE RANKINGS OF SOCIAL STUDIES GOALS

A. SOCIAL STUDIES AS CITIZENSHIP TRANSMISSION

"To help students develop an understanding and appreciation of American values, institutions, and ways of life."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	3.82	2nd
Parents	3.55	1st
Elementary Teachers	3.15	2nd
Middle School Teachers	3.74	1st
High School Teachers	4.04	3rd
Elementary Administrators	3.37	2nd
Middle School Administrators	3.29	1st
High School Administrators	3.87	2nd
Elementary Counselors	3.58	3rd
Middle School Counselors	3.18	1st
High School Counselors	2.76	1st

(Continued on next page)

FIGURE I. 3. A. (Continued)

"To help students understand the histories, traditions, values, institutions, and characteristics of countries and cultures throughout the world."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	3.72	1st
Parents	4.21	4th
Elementary Teachers	4.20	3rd
Middle School Teachers	3.83	2nd
High School Teachers	3.90	1st
Elementary Administrators	3.96	4th
Middle School Administrators	4.18	4th
High School Administrators	2.87	1st
Elementary Counselors	5.11	6th
Middle School Counselors	4.10	3rd
High School Counselors	4.03	3rd

FIGURE I. 3. (Continued)

B. SOCIAL STUDIES AS SOCIAL SCIENCE

"To teach students how to use the methods of the social sciences (for example, historical research, political analysis, gathering of sociological data)".

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	5.55	8th
Parents	5.75	8th
Elementary Teachers	6.34	8th
Middle School Teachers	5.67	8th
High School Teachers	5.86	8th
Elementary Administrators	5.96	7th
Middle School Administrators	5.94	8th
High School Administrators	5.80	8th
Elementary Counselors	6.90	8th
Middle School Counselors	6.27	8th
High School Counselors	6.21	8th

"To teach students important facts and concepts in history, civics, geography, sociology, psychology, etc. (for example, Jefferson wrote the Declaration of Independence, the concept of constitutional rights).

RESPONDENTS	MEAN RANKING OF GOAL (1 = HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	4.60	4th
Parents	5.00	7th
Elementary Teachers	5.53	7th
Middle School Teachers	4.69	5th
High School Teachers	5.00	7th
Elementary Administrators	6.22	8th
Middle School Administrators	5.82	7th
High School Administrators	5.73	7th
Elementary Counselors	6.16	7th
Middle School Counselors	5.24	7th
High School Counselors	5.35	7th

FIGURE I. 3 (Continued)

C. SOCIAL STUDIES AS REFLECTIVE INQUIRY

"To encourage students to participate actively in the society and in the political system (by voting, joining civic organizations, expressing opinions publicly, etc.)."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	4.61	5th
Parents	4.13	3rd
Elementary Teachers	4.55	5th
Middle School Teachers	4.85	6th
High School Teachers	4.40	5th
Elementary Administrators	4.59	5th
Middle School Administrators	4.17	6th
High School Administrators	4.60	5th
Elementary Counselors	3.26	2nd
Middle School Counselors	3.39	2nd
High School Counselors	4.17	4th

"To encourage students to examine public issues, including controversial issues."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	4.66	7th
Parents	4.69	6th
Elementary Teachers	5.40	6th
Middle School Teachers	5.10	7th
High School Teachers	4.22	4th
Elementary Administrators	5.04	6th
Middle School Administrators	4.59	5th
High School Administrators	4.60	5th
Elementary Counselors	3.95	5th
Middle School Counselors	5.14	6th
High School Counselors	4.76	6th

FIGURE I. 3. C. (Continued)

"To help students learn to evaluate and critically examine the society in which they live."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	4.27	3rd
Parents	4.07	2nd
Elementary Teachers	4.47	4th
Middle School Teachers	4.09	4th
High School Teachers	3.90	1st
Elementary Administrators	3.85	3rd
Middle School Administrators	3.53	2nd
High School Administrators	4.33	4th
Elementary Counselors	3.74	4th
Middle School Counselors	4.19	4th
High School Counselors	3.69	2nd

D. SOCIAL STUDIES AS PERSONAL DEVELOPMENT

"To encourage the personal development of students by teaching about values, decision making, getting along with others, etc."

RESPONDENTS	MEAN RANKING OF GOAL (1=HIGHEST; 8 = LOWEST)	RELATIVE PRIORITY COMPARED TO OTHER GOALS
High School Students	4.65	6th
Parents	4.42	5th
Elementary Teachers	2.35	1st
Middle School Teachers	3.99	3rd
High School Teachers	4.63	6th
Elementary Administrators	3.00	1st
Middle School Administrators	3.88	3rd
High School Administrators	3.93	3rd
Elementary Counselors	3.15	1st
Middle School Counselors	4.38	5th
High School Counselors	4.66	5th

DISCUSSION

Before one attempts to make generalizations and discern patterns concerning these results, it is imperative to recognize the lack of consensus concerning the importance of the social studies goals relative to each other. Although overall rankings of the goals exhibit some general patterns, in most cases the average importance ratings given to the eight goals were very similar. No goal was unanimously considered to be most important by any group. It was frequently the case that a goal was ranked lowest in importance by as many people as the number who ranked it highest in importance. When a goal received an average rating of "4", for example, it was most likely because people disagreed concerning the importance rather than because everyone agreed that the goal was of moderate importance.

This lack of consensus concerning the relative importance of the eight goals reinforces what social studies researchers have frequently pointed out for social studies at the national level: little agreement exists concerning the relative importance of the various social studies goals.

In spite of the lack of consensus concerning the relative importance of the goals of social studies, however, some general patterns emerge. First of all, in general, the two "citizenship transmission" goals were rated most important by almost all groups. The major exceptions to this pattern were elementary school teachers, counselors, and administrators, who saw more value in teaching personal development. Elementary teachers also tended to rank teaching students to participate in society as a higher priority than did other groups. This broad support for citizenship transmission is consistent with the national pattern, in which, as Barr, Barth, and Shermis point out, citizenship transmission is the most widely supported social studies tradition.

The rankings of the two social science goals were consistently lower than the rankings assigned to the other six goals. It is again necessary to point out, however, that considerable disagreement existed. For example, among middle school teachers and high school teachers, teaching students to use the methods of the social sciences was ranked as one of the three most important goals by approximately 10% of the respondents. Moreover, approximately one-quarter of the high school teachers, one-third of the middle school teachers, and one-fifth of the elementary teachers ranked "teaching important facts and concepts" in the various social studies disciplines as one of the top three priorities.

In general, however, teaching students to use the methods of the social sciences received little support relative to the other goals. It is interesting to note that this goal is representative of one of the major curriculum reform movements in social studies in the 1960's and 1970's, the so-called "new social studies". The National Science Foundation, in its 1977 study, also found little support for the "new social studies" movement. The reasons for the lack of support are unclear, but the National Science Foundation notes the possibility that the goals and rationales for the "new social studies" were never adequately defined or communicated to teachers.

"Teaching students important facts and concepts" in the various social studies disciplines was also, in general, rated close to the bottom in relative importance by virtually all groups. This finding is noteworthy because national experts have decried the overemphasis on the part of social studies programs upon teaching students specific facts and concepts at the expense of broader understanding of values, institutions, individual identity, citizenship skills, and cognitive skills. It appears that most respondents in the present evaluation agreed that social studies should go beyond facts and concepts to more general themes.

It is necessary to clarify this point. It is not likely that teachers, students, administrators, parents, or counselors would deny the need for students to learn basic facts and concepts in social studies. American history would have little meaning, for example, if the students were not familiar with the contents and purposes of the Declaration of Independence, the effects of the Civil War, or the meaning of industrialization. And surely concepts from political science such as power, citizenship responsibilities, and liberty are basic components of a social studies program. It appears that those who responded to the survey believe that while such knowledge may be a foundation for a social studies program, it is not an end in itself. In other words, knowledge of the Constitution is more appropriately used as a way of exercising citizenship rights than as knowledge in and of itself. Moreover, it may be felt that specific facts and concepts from American history should be part of a coherent view of the meaning of American political and historical traditions. Specific facts and concepts, when properly integrated so as to yield a coherent view of the society or so as to contribute to the student's personal development, are regarded as essential. Facts and concepts, separated from other goals, appear to have little perceived value for students, parents, and educators in APS. Further implications of this hypothesis will be explored in Section IV of this report, in which the effectiveness of the social studies program is assessed.

The "reflective inquiry" tradition generally received moderate support relative to the other seven goals, with the three goals representative of this tradition generally ranking from third to sixth in relative importance. Of the three "reflective inquiry" goals,, "teaching students to evaluate and critically examine society" was considered the most important by most groups of respondents. "Encouraging students to participate in society and in the political system" and "encouraging students to examine public issues" were considered approximately equal in relative importance, except by parents and by counselors at all levels. These groups saw the two goals as being relatively more important than did other groups.

Considerable disagreement existed concerning the "personal development" goal. Elementary teachers, counselors, and administrators were consistent in ranking this goal first in importance. High school teachers and students ranked it sixth, and middle school teachers and middle school and high school administrators ranked it third. This disagreement may be explained by the differences in students and program characteristics at the different levels. Elementary school social studies has traditionally emphasized such topics and themes as interpersonal relations, values, self-understanding, decision-making, and social roles to a much greater extent than have middle school and high school social studies. The higher priorities assigned to personal development by elementary school educators reflect needs of elementary school students, who are learning to understand and cope with the immediate social world of self, family, friends, and community.

SUMMARY

The diversity of opinions concerning the identity and purposes of social studies pointed out by national social studies experts is reflected in survey data collected during the present evaluation. Considerable disagreement exists concerning the relative importance of the various social studies traditions (social studies as citizenship transmission, social studies as social science, social studies as reflective inquiry, and social studies as personal development). However, within a general pattern of widely varying expectations for social studies, some trends are noteworthy: the broad preference for citizenship transmission goals, the relative lack of support for the social science approach to social studies, the moderate level of support for reflective inquiry relative to other goals, and varied support (according to level) for personal development goals as compared to other goals. Thus, although some consensus exists in APS concerning the goals of social

studies, much diversity of opinions is apparent. The relevant question therefore is how to combine all of the goals into a comprehensive program which reflects the needs and wishes of students, parents, teachers, counselors, and administrators who have differing priorities.

I. D. WHICH GOALS DO THE VARIOUS PUBLICS IDENTIFY AS THE MOST IMPORTANT GOALS FOR SOCIAL STUDIES? HOW CONGRUENT ARE ACTUAL PROGRAM GOALS WITH THE STATED GOALS OF STUDENTS, TEACHERS, ADMINISTRATORS, AND PARENTS?

As has been demonstrated in the previous section (I.C.), all of the eight goals for social studies and the traditions which they represent are believed to be important by significant percentages of students, educators, and parents. It is therefore necessary to assess the extent to which the APS social studies program encompasses goals which reflect each of the traditions.

In a very general sense, the present APS social studies goals (See Figure I. 4) do reflect each of the major social studies traditions identified in the present evaluation and supported by teachers, students, parents, counselors, and administrators. The APS goals include citizenship transmission goals (for example, to recognize "the worth of peoples and cultures" and "to develop increasing comprehension and identification with the ideals and values that contribute to good citizenship in democratic living"). In addition, social science goals are included (using "problem solving tools drawn from the structure and processes of the social science disciplines"). Personal development is reflected in the goal of developing in each student "the self-realization of his/her worth and dignity in society." And finally, reflective inquiry is represented in such goals as developing "increasing maturity in critical thinking — of questioning, examining, and valuing data presented in an age of mass media."

Although the APS program goals for social studies generally reflect the priorities of educators, students, and parents, they are somewhat sketchy and incomplete in doing so. Thus, although understanding and appreciating American values and institutions was considered to be extremely important in APS, this goal is not specifically mentioned in the APS social studies goals. The same is true for understanding the histories and traditions of other cultures and countries throughout the world: this important goal is not clearly reflected in the APS social studies goals. Careful analysis would reveal many more goals that, in the opinions of students, educators, and parents, could also be included in the list of APS social studies goals.

I. E. HOW DO THE CURRENT GOALS OF THE APS SOCIAL STUDIES PROGRAM COMPARE WITH THE GOALS IDENTIFIED AS APPROPRIATE IN THE NATIONAL LITERATURE?

Before the APS social studies goals and the goals identified as important in the national literature can be compared, it is necessary to review the status of social studies goals at the national level.

It is clear from the goals statements of individual social studies experts, national commissions on education, and social studies professional organization that the primary goal of social studies is generally considered to be the education of students for citizenship. As the National Council for the Social Studies states, "The basic goal of social studies education is to prepare young people to be humane, rational, participating citizens in a world that is becoming increasingly interdependent". (National Council for the Social Studies, Revision of the NCSS Social Studies Curriculum Guidelines, 1977).

FIGURE I. 4. APS SOCIAL STUDIES PROGRAM PHILOSOPHY AND GOALS

SOCIAL STUDIES

PHILOSOPHY

The ultimate goal of a social studies program in a democracy should be the development of attitudes that promote responsible personal and social behavior among its citizens. The program must strive to help students gain an insight into those problems that relate to the development of effective relationships within our local, national, and international societies. It is through the interplay of the various subjects in the social studies that students may obtain a better understanding of the behavior of people; their relationship to the physical world; and their relationships to each other as individuals and in groups.

Students should be provided with the opportunity to study our society and other societies in the world in such a manner that they will be aware of the variety and the alternatives in other cultures. They should gain an understanding of that which is just in our own society and yet remain alert to the possibilities for change. They should recognize the value of individual freedom, and be prepared to assume the responsibilities which insure that freedom.

It also falls upon the social studies to stimulate students to elevate their sense of values through a recognition of the importance to mankind of such things as: philosophy, psychology, religion, ecology, science, and aesthetics. Finally, students should be stimulated to nourish a lasting curiosity in all peoples and their institutions. They should be guided to acquire practice in the skills of gathering, sorting, reconciling, evaluating, and drawing conclusions from differing points of view, since these skills can lead one to understanding and to wisdom.

FIGURE I. 4. (Continued)

SOCIAL STUDIES OBJECTIVES

K - 12

From the use of a system of learning experiences developed through a broad range of learning resources, the social studies program will provide for each student the opportunity:

1. To develop the self-realization of his/her worth and dignity in society.

2. To recognize the worth of peoples, of all cultures to the full development of their faculties, in the securing of their well-being, and for the realization of their aspirations.

3. To develop increasing competency in the skills of data processing - of locating and compiling information - of organizing and assessing source material.

4. To develop increasing competency in the skills of inquiry--from the application of the analytical ideas and problem-solving tools drawn from the structure and processes of the social science disciplines.

5. To develop increasing maturity in critical thinking - of questioning, examining, and valuing data presented in an age of mass media.

6. To develop increasing competency in the skills of working in groups and engaging in active citizen behavior.

7. To develop increasing comprehension and identification with the ideals and values that contribute to good citizenship in democratic living.

8. To develop increasing ability to perceive and adapt to needed change in society and to participate effectively in societies' improvement.

9. To develop increasing intelligence in the use of the natural environment and in the utilization of scarce resources to attain the widest general well-being.

FIGURE I. 4. (Continued)

SOCIAL STUDIES

SECONDARY - OBJECTIVES

The secondary social studies program is intended to offer further opportunities for each student to develop:

1. Knowledge of the physical aspects of the world and how such physical factors as climate, topography, and technology affect the lives of people in various regions.

2. Knowledge and understanding of how various groups of people have developed social institutions suited to their needs and how they have met the problems encountered in developing their respective cultures and civilizations.

3. Knowledge and understanding of the historic social, economic, and political problems of the past in order to commit themselves to participation in problem resolution of the present.

4. Understanding of and loyalty to the principles upon which the government of the United States is based.

5. Understanding of the problems faced by the United States in its role as a leading world power both at home and abroad.

6. The skills, habits and attitudes essential to cooperative action for good citizenship in a democratic society. These include the personal skills needed to make use of the varied sources of information available in the social studies disciplines.

As has been previously pointed out, difficulties arise when social studies educators, experts, and researchers attempt to define how students should be educated for citizenship. Some experts believe that education for citizenship means the transmission of a particular set of values. Some believe that in order to be a good citizen, a student should learn to think like a social scientist. One group of experts emphasizes critical thinking and rational thought, and other experts believe that encouraging participation in the society is the most important goal. Still others believe that social studies programs should primarily encourage the personal development of students.

The breadth of social studies and the disagreement concerning its identity have led to controversies and ambiguities concerning goals in social studies. The result is that the literature and research concerning social studies provides virtually no systematic guidance for those who wish to learn what the goals of social studies are. The National Council for the Social Studies (NCSS), for example, has developed curriculum guidelines and a preliminary scope and sequence position paper. However, none of the documents published by NCSS provides a comprehensive and systematic list of social studies goals that could guide program development. Although others besides NCSS have addressed the goals of individual components of the social studies program (e.g. history, geography), no group has addressed the goals of social studies as a whole.

The conclusion that must be drawn is that the national literature on social studies is so inadequate that it provides no comprehensive and systematic guidelines for evaluating the goals of the social studies program in the Albuquerque Public Schools. Although individual social studies experts, national commissions, and social studies organizations have addressed social studies from one perspective or another, no comprehensive sets of goals that reflect the full scope of social studies have been developed.

The social studies goals in the Albuquerque Public Schools are, in a broad sense, reflective of the social studies goals emphasized most frequently at the national level. The APS social studies program goals emphasize citizenship and the teaching of a broad range of knowledge, skills, and attitudes. The APS goals also include goals related to values, socialization, understanding the human world, awareness of cultural heritage, personal development, participation, and reflective inquiry. However, the goals and objectives of the APS social studies program are too general to provide guidance in the development of a comprehensive social studies program. For example, no mention is made of the goal of acquiring knowledge of the histories and traditions of other countries and cultures throughout the world, and only brief attention is paid to the acquisition of social studies skills. In addition, the APS social studies program has not defined the existing goals specifically or detailed how the goals should be operationalized and reflected in the social studies program as a whole as well as in individual social studies courses.

The current situation may be summarized as follows. At the national level, social studies goals have been inadequately conceptualized. No comprehensive sets of goals have been envisioned or disseminated by social studies professionals. As a result, no clear guidelines concerning goals emanate from the leadership of the field. Although goals of the APS social studies program generally reflect many of the social studies goals identified by educators, social studies experts, and professional organizations, they do not include some of the most essential goals that have been identified. Furthermore, the APS goals are stated too broadly to promote development of a comprehensive social studies program.

I.F. WHAT IS THE PROCESS FOR DETERMINING, DEFINING, AND PUBLICIZING THE GOALS OF SOCIAL STUDIES IN THE ALBUQUERQUE PUBLIC SCHOOLS? HOW EFFECTIVE IS THIS PROCESS?

As has been established, literally hundreds of potential goals can be identified for social studies. Some of these goals, if not properly integrated into the program, can lead to confusion and contradiction. For example, teaching students to participate in democratic institutions may, if not properly planned, appear to contradict efforts to teach students' respect of law, authority, and tradition. If, however, all essential goals of social studies are addressed in a planned and appropriate manner, the diversity of social studies goals can become a source of strength rather than weakness. The social studies program can, under proper circumstances, reflect the diversity of values and orientations that inevitably exist in a democratic society.

Up to this point, the major questions that have been addressed have concerned the nature of social studies goals in APS. The present question addresses the process for goal definition in the Albuquerque Public Schools:

- Does the APS social program have a system whereby goals are defined and modified on the basis of input and discussion?

- Does an effective process exist for publicizing and disseminating the goals of the APS social studies program?

The Process of Goal Definition and Re-assessment in APS Social Studies

Before examining the process for goal definition in APS social studies, it is essential to note that the goals of the program should ideally be relatively stable. Unlike other aspects of a program which need to be frequently revised and updated (such as instructional materials or course offerings), program goals should provide a relatively firm and stable foundation for program development. It would be dysfunctional, for example, if understanding the legal and political systems were considered essential one year and unimportant the next year.

If social studies is to be relevant, timely, and consistent with the best educational theory and practice, however, it is desirable that the goals of the program be periodically re-evaluated and, if necessary, re-defined. For example, ten or fifteen years ago, it may have seemed relatively unimportant to include the goal of understanding how the activities of human beings affect the environment. Currently such a goal would command broad support.

John Goodlad, in A Place Called School, has noted how little attention is paid to defining systematically the goals of education. According to his research, state departments of education as well as local districts have not developed clear and consistent goals for educational programs. This general situation is reflected in the process for defining and publicizing the goals of APS social studies.

The present goals of APS social studies were developed in the mid-1970's, based on input from educators throughout the district. However, although APS social studies does have a set of social studies goals, the development of the goals was apparently conceived as a one-time occurence. No systematic procedures exist for defining goals, assessing the appropriateness of goals, or for re-defining goals as necessary. It appears, rather, that once the goals were written, they were viewed as an accomplished fact rather than as a living document that would be revised and updated as necessary. The goals appear to have been developed and then largely forgotten.

The significance of this omission lies not merely in the possibility that APS social studies goals may be outdated. The lack of a process for defining and assessing program goals reinforces a lack of reflectiveness concerning the goals and the significance of social studies. In the absence of a process of goal definition and assessment, it is too easy for a social studies program to lose direction. Educators and the general public, in neglecting to consider goals, may suffer from a diminished awareness of the role and significance of social studies in education. The result may be a program based merely on tradition rather than a program based on the educational needs of the students and the community as well as the best current theory and practice in social studies education.

The Process of Publicizing the Goals of Social Studies in APS

As stated previously, it is essential that social studies goals be a living document, not merely an exercise in bureaucratic accounting. In order for this to occur, educators, students, and the general public must be aware of program goals and priorities. To promote this awareness, the social studies program must have a procedure for publicizing and distributing program goals.

When the current social studies goals were developed in the mid-1970's, the new goals were disseminated and publicized throughout the system. Since that time, however, no ongoing effort has been made to publicize or disseminate social studies goals. The result is that most educators and students, as well as members of the general public, would not know that a set of district social studies goals and objectives even exists. This lack of awareness of goals may be another factor that discourages knowledge, understanding, and reflection concerning the social studies program.

Summary

In summary, the social studies program in the Albuquerque Public Schools does not have a systematic process for defining and publicizing program goals. This deficiency may be resulting in a lack of knowledge and reflection concerning the identity and significance of the social studies program on the part of educators, students, and the general public.

II. CONTENT OF THE SOCIAL STUDIES PROGRAM

INTRODUCTION

This section of the social studies evaluation concerns itself with the content of the social studies program in the Albuquerque Public Schools. Specifically, the following types of questions will be addressed:

To what extent is the social studies program in APS planned, integrated and comprehensive?

How is the content of the social studies program determined - how do teachers determine what they should teach?

What are the rationales behind the required and elective social studies programs?

How responsive is the social studies curriculum to current student and societal needs?

How adequate are the district curriculum resources in helping teachers to determine what content to teach?

In the first section of this report, it was pointed out that program goals—what the program is trying to accomplish—should provide the foundation for deciding what content and skills students should learn. Once program priorities are established, teachers and curriculum developers can more readily develop courses and programs that address appropriate needs. For example, once it is determined that teaching students to understand current events was a key priority, teachers and curriculum developers could determine how to include current events in the social studies program. Inclusion of current events could be accomplished through a variety of methods, for example, through the development of a specific course or specific teaching units.

Unfortunately, serious obstacles in the realms of both theory and practice hinder even the most careful and ambitious attempts to plan social studies programs. As has already been pointed out, students, teachers, parents, administrators, and social studies experts differ widely among themselves in their views of the proper priorities for social studies. Some favor educating students to be effective citizens and members of society through inculcation of specific values. Others stress the role of social studies in helping students understand the world around them and their places in that world. Some believe that teaching students to critically examine society is the most important goal, while others would stress the role of social studies in contributing to the personal development of students.

Although these goals are not inevitably mutually exclusive, social studies experts and educators as well as the general public have tended to view them as being in competition with each other. And it has been assumed that the curriculum necessary for achieving one of these goals would look far different from the curriculum necessary for achieving others. The result has been that adherents of the various viewpoints have competed for scarce instructional time in social studies programs.

The chaotic situation regarding goals is reflected in the curricular diversity that has characterized social studies at the national level ever since the field of social studies was first conceptualized in the early twentieth century. Little consensus has existed or

does exist concerning which social studies content and skills are most essential to teach or at which levels. And although some curriculum patterns have tended to persist at the national level, these patterns have maintained themselves mainly because they are traditional, not because they necessarily represent the best way to conceive, plan, and organize the program. In recent years, even this traditional social studies program has come under attack by some social studies experts.

HISTORICAL PERSPECTIVE ON THE SOCIAL STUDIES CURRICULUM

In order to understand the present confusion and controversy regarding social studies, it is necessary to gain some historical perspective concerning the field. In the brief space of the present evaluation, it is possible to provide only a brief outline of the historical development of social studies. Those who seek a more detailed and comprehensive treatment are referred to Richard Gross and Thomas Dynneson, What Should We Be Teaching in the Social Studies?, which was the major source for this discussion.

American social studies education before the revolutionary war was directly tied to religious education and included mainly geography, Bible history, colonial history, and European history. After the Revolution, however, the emphasis began to shift to educating students for citizenship in the new nation by emphasizing civic values and an awareness of individuals' responsibilities in attaining these values. The culmination of this trend was reached in the period after the Civil War, at which time national attention began to be focused on citizenship education.

Until about 1880, few Americans went as far as secondary school. As a result, educational programs varied widely and there was little national direction. During the period 1880-1910, however, attendance at secondary schools began to expand to the point at which by the 1890's the need for national curriculum guidelines was widely recognized. This need was particularly pressing when viewed against the backdrop of a rapidly growing population that needed to be socialized into American culture and almost overnight industrialization, which required a more highly educated workforce.

Between 1894 and 1934, therefore, a number of national committees sought to put together a national model for the social studies curriculum. The culminating effort — in effect if not in terms of actual chronology — was the report of the 1916 National Education Association Commission on the Reorganization of Secondary Education.

The 1916 NEA Commission has been called "a benchmark in American social studies education" (Hartoonian, 1983). For the first time the term "social studies" began to be officially used in connection with history and such related disciplines as sociology, psychology, geography, anthropology, and economics. Furthermore, the commission established a pattern for social studies programs that was the "dominant pattern for secondary schools for more than sixty years". Finally, the NEA Commission "made the dominant purpose of social studies the cultivation of good citizenship...that is, the education of the individual as an efficient member of society in the national and world communities." (Hartoonian, p. 35)

The pattern of secondary courses established by the NEA Commission was as follows:

Grade 7 - European history and geography
Grade 8 - United States history
Grade 9 - Civics
Grade 10 - European history
Grade 11 - United States history
Grade 12 - Government or problems of democracy

This pattern of social studies courses at the secondary level appears to have predominated at the national level until the present time.

At the elementary school level, the "expanding environments" pattern emerged as the predominant curriculum nationwide. This pattern was based on the assumption that elementary school students should first learn about what is closest to them and therefore easiest to understand. Students would thus begin their social studies by learning about themselves, their friends, and their families. Gradually as they developed in maturity and were exposed to a wider variety of life experiences, they were to learn about their communities, their country, and the rest of the world.

Although the above-mentioned sequences of elementary and secondary social studies courses have been prevalent nation-wide, new trends began to emerge in the 1950's and 1960's. These trends have been gathered together under the heading of "the new social studies". Considerable disagreement exists concerning the essential nature of the "new social studies". Some see the "new social studies" mainly as an attempt to turn social studies into social science by emphasizing the "structure of the social science disciplines", by teaching students to think like social scientists. Others see another component: the inculcation of critical thinking methods, problem solving techniques, and strategies for teaching students to make decisions in the context of societal and political realities.

The question of the essential nature of the new social studies faded in importance with the diminishing attention to the new social studies in the 1970's. During this time, the interest of educators and the public began to be captured by movements toward educational accountability and increased emphasis on education in "basic skills", mainly the "3 R's".

The result was that older themes in social studies such as citizenship education began to reappear as dominant themes. In spite of the fading of the "new social studies", however, the movement did result in the creation of innovative new social science oriented curriculum materials and did provide support for the use of new teaching methods in social studies. Thus, many components of the new social studies have had continuing influence through the present day.

THE PRESENT STATE OF SOCIAL STUDIES: THE NATIONAL PICTURE

At the present time, the social studies curriculum gives the impression of considerable national uniformity. The traditional pattern of social studies is apparently still alive and perhaps even predominant. As recently as 1982, the "national" social studies pattern still reflected the structure first established more than half a century previously. According to the Social Science Education Consortium, the typical social studies program nationally appeared as follows:

Kindergarten	-	Self, school, community, home
First Grade	-	Families
Second Grade	-	Neighbors
Third Grade	-	Communities
Fourth Grade	-	State History
Fifth Grade	-	U.S. History
Sixth Grade	-	World Cultures
Seventh Grade	-	World geography or history
Eighth Grade	-	U.S. History
Ninth Grade	-	Civics or World Cultures
Tenth Grade	-	World History
Eleventh Grade	-	U.S. History
Twelfth Grade	-	American Government

Beneath this apparent calmness and uniformity, however, significant controversies and ambiguities are present. First, although the above-mentioned pattern has apparently been sustained, the dominance of the curriculum is partly attributable to tradition, the orientation of the social studies curriculum toward textbooks, and the "lack of a compelling alternative pattern" rather than to a belief that the traditional pattern is the best one possible (Social Science Education Consortium, 1979, p. 8).

In addition, it is impossible to ascertain what is actually being taught under the general course and program titles listed. United States history, for example, can be taught in countless ways, depending upon the textbooks and materials used, the training of the teacher, and the values and philosophies of students, teachers, and community. To claim that the national curriculum is "standardized" merely because a certain general program is taught at a certain grade level is wishful thinking.

Confirmation for this lack of uniformity beneath a veneer of standardization is presented by a study undertaken by Richard Gross of Stanford University in 1977. Gross attempted to assess the status of social studies programs by surveying administrators and teachers at schools throughout the country. Among his findings are two that are particularly relevant to the topic at hand:

1. "There is no standardized social studies program within many states, let alone throughout the country."

2. "The 1916 secondary social studies curriculum pattern established by the NEA Commission on the Reorganization of Secondary Education had been 'shattered' by recent events. These events included policy changes with regard to course requirements and the advent of the new social studies."

Finally, it is essential to recognize the inclusion of new types of social studies content in social studies courses with the same titles. In the last two decades social studies has been expanded to include such new fields as ethnic studies, global studies, law-related education, values education, women's studies, environmental studies, and career preparation. The fact that these new topics have often been included in courses with traditional titles makes it difficult to assess the impact of these new trends by merely examining curriculum charts.

The findings of these researchers concerning the nature of the actual social studies curriculum is reflected in the confusion and disagreements concerning the nature of the "ideal" social studies program as envisioned by individual experts and national commissions. It has already been noted that little agreement exists concerning the goals of social studies. Comparing social studies program outlines proposed by various experts demonstrates that disagreement also exists concerning the scope and sequence of the "ideal" social studies program. Figure II.1, on the next pages, presents three possible social studies programs proposed by various experts and committees.

FIGURE II.1 THREE PROPOSED MODELS FOR SOCIAL STUDIES SCOPE AND SEQUENCE.

A. One of the Four Models Proposed by the National Council for the Social Studies Scope and Sequence Report, 1984.

Grade Level		Topic or Emphasis
Kindergarten	-	Self in a Social Setting
First Grade	-	School and Family Life
Second Grade	-	Neighborhood
Third Grade	-	Community
Fourth Grade	-	Region
Fifth Grade	-	The United States and its Close Neighbors
Sixth Grade	-	The Eastern Hemisphere
Seventh Grade	-	Global Studies
Eighth Grade	-	United States History
Ninth Grade	-	Law, Justice, and Economics
Tenth Grade	-	World History
Eleventh Grade	-	United States History
Twelfth Grade	-	Social Issues, Introduction to the Social Sciences, The Arts in Human Societies, or International Area Studies

(Continued on next page)

FIGURE II. 1. (Continued)

B. The Interdisciplinary or Social Studies Approach

Kindergarten	-	Social process at work in the life of the child
First Grade	-	The family and school in the larger environment
Second Grade and Third Grade	-	The community process with outward manifestations
Fourth through Sixth Grades	-	The study of cultural areas: Western cultures
Seventh and Eighth Grades	-	Unitary, two-year study of American history
Ninth and Tenth Grades	-	Unitary, two-year study of non-western cultures
Eleventh and Twelfth Grades	-	Unitary, two-year study of contemporary problems related to the United States

C. The Social Science Approach

First - Third Grades	- Anthropology: used as an introduction to culture - a key to understanding people
Fourth - Sixth Grades	- Geography: presented as an area-cultures approach that correlates the social sciences
Seventh - Ninth Grades	- History and sociology: world history taught through a geographic setting, with sociology used to study various social structures
Tenth - Eleventh Grades	- Political science and economics: 10th grade - U.S. history from the beginning to 1876 (political science emphasis) 11th grade - U.S. history from 1876 to the present (economic emphasis)
Twelfth Grade	- Methodology of various disciplines: electives relating to the disciplines of the social sciences

Conclusion

Social studies has had a long and rich historical development in the United States over the past two centuries. During this time, various themes have been stressed which have been related to a greater or lesser extent to perceived educational needs. This very richness, however, has led to confusion and disagreement regarding the social studies curriculum.

II. A. TO WHAT EXTENT DOES APS HAVE A PLANNED, INTEGRATED, AND COMPREHENSIVE K-12 SOCIAL STUDIES PROGRAM?

The major emphasis of the APS social studies program according to grade level are as follows:

Kindergarten	-	Self Identity
First Grade	-	The Family
Second Grade	-	The Neighborhood
Third Grade	-	The Community
Fourth Grade	-	World Geography and the Study of New Mexico
Fifth Grade	-	United States History
Sixth Grade	-	Roots of Our Heritage
Seventh Grade	-	Area Studies in World Culture
Eighth Grade	-	United States History
Ninth Grade	-	Civics
Tenth Grade	-	World Concept Course, Elective, or No Social Studies
Eleventh Grade	-	United States History
Twelfth Grade	-	World Concept Course, Elective, or No Social Studies

The above pattern provides a general guideline only, and does not fully summarize the variety of approaches or the variety of content and skills that may be learned at each of the grade levels or in each of the courses. In elementary school, particularly, one should expect a variety of social studies disciplines (geography, anthropology, history, psychology, economics, government, and sociology) to be brought to bear on the main theme. In middle school, teachers have considerable flexibility in determining which cultures to cover in the 7th grade course. In high school, although civics and United States history are taken by every student, the world concept requirement may be met by taking world history, world issues, Western civilization, Eastern civilization, world geography, or anthropology, depending on the school and the student. The world concept course is sometimes taken during the sophomore year, and sometimes at the senior year, depending on the school and the student. High schools also offer varied sets of social studies electives, such as sociology, social psychology, and geography. Some variation in program exists from school to school and student to student.

How does the APS program compare with national guidelines?

As has been previously stated, little guidance is available at the national level concerning what specific content should be included in social studies and at what levels. Rather, experts have tended to disagree on the most important content that should be taught in social studies. In spite of this lack of agreement concerning the details of the "ideal" program, however, it is still possible to point to some general guidelines for how a social studies program should be planned.

Two basic concepts in the field of curriculum development, "scope" and "sequence", provide the basis for determining whether a program is properly planned. "Scope" refers to "that set of knowledge, including skills, which constitutes a field of study and addresses explicitly the goals of that field of study" (Hartoonian, 1983, p. 57). The scope of social studies includes the general disciplines of history, political science, geography, economics, psychology, and sociology, as well as the specific facts and concepts within those fields. The scope of social studies also includes such skills as decision making, critical thinking, reading, writing, oral expression, problem solving, and analyzing data. In order for a social studies program to have appropriate scope, it must include all content and skills considered to be most relevant to the field.

The concept of "sequence" refers to the order "in which various aspects of content are to be taken up in the progression through the grades" (Wiley, 1977, p. 29). A social studies program with proper sequence must ensure that students learn the content and skills that are deemed most relevant in the order that best facilitates learning. Hartoonian (1983, p. 58) lists four criteria that must be met if a social studies program is to be properly sequenced:

1. The maturity and experiences of the learner must be taken into consideration.
2. The mental development and level of interest of the learner must be considered.
3. Learning should proceed from the simplest content and skills to the most complex content and skills.
4. The difficulty level of what is presented must be appropriate for the learner's background and the nature of the material.

If scope and sequence are well planned and based upon the goals of the program as well as upon the characteristics and needs of students, a logical and consistent curriculum will be more likely to result. Students will be encouraged to learn the content that is deemed most relevant and most appropriate to their needs and characteristics in a sequence that optimally facilitates learning. If scope and sequence are lacking, the result may be chaos, incompleteness, duplication, lack of student preparation, or feelings on the part of students that the curriculum is irrelevant. Planning for effective scope and sequence is obviously one of the keys to an effective social studies program.

It has been pointed out that available scope and sequence guidelines provide limited guidance for curriculum planners because little agreement exists concerning what should be taught in social studies or in what order the material should be covered. Given the lack of such a generally accepted view of the appropriate scope and sequence in social studies, it is impossible to compare a local curriculum to any widely accepted ideal pattern of scope and sequence. In view of the prevalent lack of guidelines, it is necessary to develop some criteria for evaluating the scope and sequence of a social studies program. In the present report, the following criteria will be used to assess the content of the social studies program in the Albuquerque Public Schools.

1. Is the social studies program planned and integrated so as to form an integrated, coherent whole? Does the program build upon what students have learned previously, advancing students in an organized manner from one course or level to the next? Are students prepared to advance to the next level in the program, for example from elementary to middle school social studies, or from middle school U.S. history to high school U.S. history?

2. Are all essential social studies skills and content covered in the program?

3. Does the program avoid unnecessary repetition of content and skills? If repetition exists, does it have a valid purpose, for example, reinforcement of material already learned?

1. **Is the social studies program effectively planned so as to form an integrated, coherent whole?**

In order to assess the attitudes of teachers, counselors, and administrators concerning whether the social studies program is effectively planned and integrated, the following open-ended questionnaire item was included: "To what extent does APS have a planned, integrated, and comprehensive social studies program?" The question was designed in an open-ended format to allow for the widest possible points of view and to avoid advocating any specific view of what a planned and integrated program would look like.

It is essential to note some of the limitations of the results that this question yielded. First of all, in order to answer the question effectively, the respondent would have to possess considerable knowledge of the program, not only at his or her own level (elementary, middle school, or high school), but also at other levels. Because school staffs tend to have little opportunity to share information with each other or communicate on a day-to-day basis concerning the program, few teachers, counselors, or administrators have detailed knowledge of the K-12 program. Please refer to Section II. E of this report for a full discussion of this issue.

A second limitation is that criteria for determining what a planned and integrated program looks like are vague. When one respondent reports that the program is well planned, it might be for a variety of reasons, for example: because students are well prepared for his or her class, or because he or she supports the specific courses that are presently taught in the program.

Due to these limitations, it is inappropriate to view the responses to this question as an "objective" indication of how well planned the social studies program is. Rather, results should be used as an indicator of perceptions which may or may not correspond to the realities of the program. Within these limitations, however, the attitudes of teachers, counselors, and administrators do yield valuable perspectives.

Perhaps the most striking trend in the responses to the open-ended item concerns the apparent difficulty which teachers, administrators, and counselors experienced in answering the question. Of the 267 elementary teachers who filled out questionnaires, 194 (73%) either omitted responses or reported that they did not know to what extend the social studies program was planned, integrated, and comprehensive. Corresponding figures for the other groups are as follows. Middle school teachers, 49%; high school teachers, 52%; administrators at all levels, 63%; counselors at all levels, 51%.

It is evident that large numbers of all groups are unsure concerning the degree to which the social studies program is well-planned. It is difficult to assess the reasons for this finding. The major factor may be lack of familiarity with programs at other levels. It is also possible that teachers, counselors, and administrators do not have a clear conception of what a social studies program should look like.

At the elementary school level, some teachers, counselors, and administrators felt that the program was effectively planned and integrated, while others did not. Thirty-four percent (34%) of the elementary teachers who responded felt that the program needed to be better planned: that it is fragmented and unsystematic; that a good plan exists on paper but that it is not necessarily followed in practice; that one or more levels (elementary, middle school, high school) are ineffective; that too much repetition exists; that program content needs modification; or that many teachers see only their small part and do not have the opportunity to work with other teachers at other grades and levels to create a coherent program. Those who responded positively (28% of those who responded) stated generally that the program is well planned or that the new curriculum guides go a long way toward ensuring program planning and integration.

Those who gave neutral or mixed responses stated that: it depends on the teacher; the program is effective at the elementary level but may or may not be at other levels; there seems to be a trend in the direction of better planning; or it depends upon the principal at the school.

The responses of elementary school administrators and counselors were also mixed. Fifty percent (50%) of the elementary school administrators who responded felt the program could be better planned and integrated. Some felt that planning was not effective. Others believed that more inservice is needed to provide direction to the program. Others saw the need for specific changes in content. Those who responded positively (45%) pointed to the helpfulness of the new elementary school curriculum guide, saw a trend in the right direction, or just expressed general satisfaction with the program. Only one elementary administrator expressed a mixed or neutral opinion. About half of the elementary counselors who responded felt that the program is effectively planned.

Teachers at the middle school level gave more negative responses than did elementary school educators. Fifty-nine percent (59%) felt that the plan exists but is not followed consistently; that the program is fragmented and not systematic; that the elementary program is ineffective; that one or more middle school courses are not well thought out; that middle school is ineffective; or that the "paper curriculum" needs improvement. Only 24% of those who responded gave positive responses. These included: the program is very well planned; the program is effective at the middle school level; there is a trend in this direction. Seventeen percent (17%) of the respondents gave such neutral answers as: the program is fair; some programs are good, but not others; the program is integrated, but it is repetitious and monotonous.

Middle school counselors and administrators gave widely mixed responses. Counselors tended to believe that the program is well planned and integrated: 74% gave positive responses. Administrators tended to omit responses, and those who did respond gave varied answers (50% positive; 37% negative; 13% neutral).

At the high school level, teachers tended to feel even more strongly that the program is not planned and integrated. Sixty-eight percent (68%) of those who responded gave negative answers such as: the plan is not followed consistently; changes in content are needed; the program is fragmented and unsystematic; the program is not effectively planned and integrated; too much repetition exists; the program is not effective at one or more levels; or there is need for communication among the different levels. The 30% who gave positive responses felt it is very well planned; that it is effective at their level, but they do not know about other levels; that although the program needs some changes it is basically good. The one "neutral" respondent pointed out that program integration depends largely on the individual student.

It is interesting that the high school administrators and counselors who answered the question expressed much more positive attitudes concerning the degree of program planning in social studies. Eighty-three percent (83%) of the high school administrators who responded felt the program is well planned or saw trends in the right direction. Only one high school administrator saw program planning as ineffective. Similarly, a majority of high school counselors who responded saw trends in the right direction or felt the program is well planned. A considerable number gave neutral responses, while very few expressed negative opinions.

Attitudes toward the effectiveness of planning and integration in social studies were therefore widely mixed. Most respondents at all levels omitted responses or stated that they didn't know. Of those who did respond, elementary staffs tended to exhibit mixed responses, with a great deal of uncertainty. Middle school and high school teachers tended to feel that the K-12 program needs to be better planned and integrated.

Counselors and administrators at all levels tended to be more satisfied with the program than teachers.

Responses to the questionnaire indicate that teachers, counselors, and administrators seem to be unfamiliar with the extent to which the social studies program fits together into a coherent whole. Often responses were obviously related to one level only: for example, when an elementary teacher referred to the new curriculum guide as evidence for the effective planning of the program. Little knowledge or understanding appears to exist concerning the extent to which the program — kindergarten through twelfth grade — is planned and integrated.

It is noteworthy that middle school and high school teachers tended to respond that the program is not well planned. They may be more aware of and sensitive to program issues than are elementary school staff, who are not full-time social studies teachers. It may be that they see the cumulative effects of the apparent lack of overall program planning and integration. It may also be that they see specific issues that need to be resolved at their level and this leads them to view the entire program as not well planned. Whatever the reasons, their relatively widely-held perception that the social studies program is not well planned may be highly significant.

Elementary School Social Studies

Elementary school social studies at the national level presents something of a paradox. Although background in elementary school social studies is necessary for success in middle school social studies, the amount of emphasis and attention devoted to social studies in elementary school appears to vary widely from teacher to teacher. However, in general, social studies seems to be treated as being of less importance and is given less attention than "the basics", reading, writing, and arithmetic. Moreover, Richard Gross and Thomas Dynneson (1983) listed the inconsistency of elementary school social studies programs nationally as one of the major issues in social studies education. In the Albuquerque Public Schools, considerable evidence points to the possibility that the elementary school social studies program is not effectively planned and integrated.

First of all, as has already been mentioned, elementary teachers reported devoting a relatively small amount of time to social studies: 108 minutes per week, on the average. Incidentally, this figure is very similar to results obtained by the National Science Foundation in 1977, in which 125 minutes was the average figure.

Many explanations can be given for the relatively small amount of time devoted to social studies. In this era of accountability, administrators, parents, and the community put much more emphasis in the elementary school upon reading, writing, and arithmetic than they do upon social studies or science. Social studies and science play a smaller role in nationally standardized tests such as the Comprehensive Tests of Basic Skills, which is often the major basis for assessing the effectiveness of elementary school programs. It is also likely that elementary teachers are not as thoroughly trained in social studies as they are in the "basics". (See Section II. E. of this report for further discussion.)

Other factors may reinforce the relative lack of attention to social studies, as well. Until spring of 1984 few district guidelines and expectations existed for elementary school social studies. It was unclear to teachers what should be taught or at what grade levels. In the absence of a curriculum guide or clear expectations, many teachers may have devoted less attention to social studies. This situation may change dramatically with the publication and dissemination of the new district curriculum guide for social studies, which is apparently meeting with a favorable reception.

In addition, the lack of time devoted to social studies as a specific discipline may be related to efforts to integrate social studies with other disciplines. Sometimes, it is true, social studies can be effectively integrated with language arts, reading, art, or mathematics, for example. Elementary students could read social studies-related literature in reading or do social studies-related writing projects. However, while curriculum integration may be desirable, it is important that specific subjects such as social studies do not lose their separate identities in an effort to integrate the curriculum. Teachers must take care that district social studies objectives are met, and must realize that some of these objectives can be met only through specific attention to social studies. In addition, if students are to be prepared for more advanced study in history, government, and geography in middle school and high school, they must not only have had social studies, they must also know that they studied social studies. The notion that social studies is a separate subject with its own approaches and methods allows students to become conscious of what they learned in social studies and use what they have learned to enrich other fields of learning.

In order to obtain a general idea of the social studies background which students had derived from elementary school, fifth grade students were asked whether they had learned about 13 basic topics and subjects which are the foundation of the elementary school program in the Albuquerque Public Schools. The results from these questions, it is important to note, may be unreliable. Students were asked to recall whether they had been exposed to content which they might have learned three or four years before, at a very young age. In addition, it is possible that they may have learned about some of the topics, but were not familiar with the vocabulary on the questionnaire. For example, learning "how to make decisions" may be a more abstract phrase than a fifth grader would use to describe what he or she had learned. In spite of these limitations, however, the data from the fifth grade surveys may be used to gain perspective on the social studies background attained by elementary school students in APS. Survey results are presented in Figure II. 2, below.

FIGURE II. 2. 5TH GRADE STUDENTS' PERCEPTIONS OF WHICH TOPICS THEY HAD STUDIED IN ELEMENTARY SCHOOL SOCIAL STUDIES

Question: "Did you study the following topics in elementary school social studies?"

Topic	Percent "Yes"	Percent "No"	Percent "Don't Know"
Using Maps and Globes	87%	7%	6%
People and Events from the Past	84%	7%	9%
United States History	83%	6%	11%
Cultures and Customs of Other People	83%	7%	10%
Other Countries	80%	8%	12%
Rules and Laws	80%	8%	12%
New Mexico	77%	14%	9%
Careers and Jobs	74%	12%	14%
The Community	73%	12%	15%
Myself	67%	21%	12%
The Family	65%	20%	15%
How to Make Decisions	62%	21%	17%
The Constitution	62%	21%	17%

Discussion:

Considering that the 13 topics listed above are basic and fundamental social studies topics, the percentage of students who remember covering the topics seems relatively low. It is a matter of some concern, for example, that approximately one out of six fifth graders did not report learning about U.S. history this year, even though U.S. history is the major social studies emphasis in the fifth grade. In many cases only two-thirds or three-quarters of the students reported learning about such important topics as: the family, the community, New Mexico, the Constitution, and careers and jobs.

There are at least three plausible explanations for these results. First of all, students may have learned about these topics in elementary school and forgotten them. This does seem to be at least a partial explanation. Teachers often point out that students do not remember what they have learned from one year to the next. A second possible explanation is that students have learned something about these topics, but are unfamiliar with the terminology used in the questionnaire. A third explanation is that the students have actually not been exposed to the topics at all. This is certainly a possibility for

some students, given the small amount of time devoted to social studies in elementary school.

Although it is impossible to determine one "true" explanation for the results, it is possible to make one essential point. When a student leaves elementary school and enters middle school without knowing that he or she has studied U.S. history or the Constitution, for example, it makes the teaching of social studies much more difficult for the middle school teacher.

Some evidence suggests that students are not attaining an adequate background through the elementary social studies program. Middle school teachers were asked, "How effectively do social studies programs in elementary school prepare students for middle school social studies?" Four percent (4%) of the middle school teachers answered "very effectively", 47% responded "somewhat effectively", 36% answered "not effectively" and 13% expressed "no opinion". Clearly, middle school teachers felt that the preparation of students in elementary school could use considerable improvement. This is an important issue because if students do not acquire an adequate foundation in social studies, middle school teachers may be unable to adhere to curriculum expectations for the middle school.

Teachers at the social studies evaluation conference were asked to help explain these results. Some of them pointed to the possibility that many middle school teachers may be unfamiliar with what was covered in the elementary program. Some teachers pointed out that students don't remember what they have learned from year to year, and others felt that the middle school teachers may have been blaming elementary teachers for general educational problems. It was also pointed out that the expectations in middle school may differ from those in elementary school. Finally, some teachers believed that one explanation may be that elementary school teachers have so many subjects to teach that social studies may receive inadequate attention.

When all data collected concerning the elementary school social studies program are interpreted, some important trends become apparent. First of all, the amount of time devoted to social studies is small — less than two hours per week. In addition, results from student surveys imply that one-third to one-fifth of the students are not learning — or are not remembering that they learned — the fundamental material that should be covered in elementary school social studies. And finally, middle school teachers rated the preparation of students in social studies as relatively inadequate.

The powerful impression created by all of these data is that the elementary school social studies program in APS is not effectively preparing students for the next levels or providing an adequate foundation for students' learning of more advanced subject matter. Rather, it appears that insufficient time is being devoted to social studies, that teachers de-emphasize social studies due to increased attention to the "3 R's", that a significant minority of students do not remember that they covered fundamental social studies topics, that elementary students do not particularly like social studies, and that approximately one-third of the elementary school students do not feel that social studies is particularly important.

Possible explanations for these conclusions are easy to find. Parents and the community in general do not appear to place as much emphasis on social studies as they do on reading, writing, and arithmetic. One of the fifth grade students interviewed during the evaluation expressed this point well when he said he didn't believe that adults viewed social studies as interesting or important. When standardized test results are released each year, little attention is paid to how well students have performed in social studies compared to other subjects. A second possibility is that the lack of program direction in social studies at the elementary level, which is just beginning to be corrected with the elementary curriculum guide, leaves teachers unsure concerning

the importance of social studies or concerning what specific content and skills should be covered. Finally, apparent lack of student interest in social studies may be discouraging teachers from spending more time on the subject.

Whatever the reasons for the problems, change is clearly necessary. If elementary school social studies does indeed play the role of laying the foundation for the rest of the program, the program seems to be standing on shaky foundations. In the light of the high importance attached to social studies by parents and by educators at the national level, a clear mandate for improvement in elementary school social studies exists.

The Middle School Social Studies Program

The subjects which students take in middle school are:

6th Grade: Roots of Our Heritage. This course focuses on the nature and sources of present institutions and values in our society. Beginning with ancient civilizations and continuing through Greek and Roman civilizations, with options to include medieval western civilizations, the course emphasizes the social, political, economic, religious, and philosophical roots of western civilization. A separate unit in physical geography is a required component of the course.

7th Grade: Area Studies in World Cultures. This course focuses on learning about similarities and differences in patterns of living among people of different cultures. Using a common framework of cultural components that occur universally in human societies, students study a variety of modern cultures. In addition to the emphasis on cultures, the geography of each area is explored, and principles of physical geography are reinforced.

8th Grade: United States History. United States History is organized chronologically, with special focus on the colonial period, the Constitution, and the modern period. The course stresses a biographical, anecdotal, and narrative approach. Students are expected to use the content of American history to strengthen skills in communication, geography and chronology, critical thinking, research, and group process work.

Disagreement exists within APS concerning the appropriateness of the middle school social studies program. Many social studies teachers feel that the middle school program is not effectively planned and integrated as part of a sequential K-12 program. Specifically, some teachers feel that the seventh grade area studies program is vague and needs more focus. One of the issues pointed out is that the seventh grade program gives the teacher wide latitude concerning which cultures should be covered. A student may spend weeks on Eskimos, for example, but not be exposed to other important regions and cultures. A teacher may choose to cover Africa while neglecting Latin America, for example. Obviously, not all of the cultures in the world can be covered in such a short time. The need for clearer guidelines concerning what should be included and omitted is apparent.

A second issue concerns the grade level at which New Mexico is taught. At present, it is sometimes taught in sixth grade and sometimes in seventh grade. The result is that a given student may repeat New Mexico units unnecessarily or may not be exposed to New Mexico units at all. It will be necessary to clarify the placement of the New Mexico studies.

A third issue concerns United States history at the eighth grade level. The National Council for the Social Studies scope and sequence committee pointed out that eighth grade U.S. history is often a problem because it tends to duplicate high school social

studies and its nature is often not clearly defined. A considerable number of high school students (9%) expressed the opinion that U.S. History is taught too frequently and that it is too repetitious. This issue should be studied more thoroughly to ensure that if U.S. history is taught in the eighth grade, it is planned so as to be compatible with the high school program.

In addition to these specific issues, some general concerns were expressed by middle school teachers at the social studies evaluation conference. Some teachers felt that the middle school program is disorganized and suffers from a lack of clear definition. As it was phrased by middle school teachers at the conference, "Problems exist because of lack of communication, inservice, and new materials for 6th and 7th grade social studies. New teachers need more help and explanation than they are receiving at present. Teachers cannot understand how they will divide time to cover all the material. They believe they must cover everything."

Clarifying the middle school social studies program will be no easy task. When middle school teachers were asked to specify specific changes they would like to make in the program (K-12), many of them made specific suggestions for middle school. These suggestions varied widely; it would not be easy to reconcile all or most of the changes. Furthermore, a few years ago, when a committee of teachers was convened to revise the middle school curriculum, the committee was unable to reach complete agreement on needed changes. It is hoped that the present evaluation will help future committees develop a clearer picture of some of the issues and possible directions.

In order to determine the extent to which the middle school program effectively prepares students for high school social studies, high school teachers were asked: "How effectively do social studies programs in middle school prepare students for high school social studies?" One percent of the teachers responded "very effectively"; 55% answered "somewhat effectively"; 32% responded "not effectively"; and 11% expressed no opinion. The pattern of responses is thus remarkably similar to that of middle school teachers regarding the elementary program. Few teachers saw preparation for high school as being highly effective. A considerable number felt that preparation was ineffective.

High school students were asked to rate the extent to which the middle school social studies program had effectively prepared them for high school social studies via the following questionnaire item: "How well did social studies courses and programs in middle school prepare you for high school social studies?" Twelve percent (12%) of the students responded "very effectively"; 49% rated the preparation "somewhat effective"; 22% answered "not effectively"; and 17% expressed no opinion. The pattern of responses is again remarkably similar to the ratings of high school teachers, although fewer students rated their preparation as "not effective".

Students were also asked to give reasons for their ratings. Of the 568 students who completed the questionnaire, almost half (264) omitted responses. Of the 304 who did respond, 50 felt that middle school provided a good foundation, 19 said they were well prepared because they had a good teacher, 13 said they were well prepared for a specific course, and 7 said that middle school was better than high school. However, 30 students said that middle school was ineffective, 30 felt that middle school courses did not go into enough detail, 25 believed that too much time had elapsed between 8th grade and 11th grade U.S. history, 13 stated that the expectations at high school were very different from those at middle school, 8 students said that high school courses repeated or overlapped those in middle school, and 11 students felt that they had not been prepared for a specific course or courses.

The situation appears to be extremely diverse, varying from student to student, and depending upon the school that the student attended and the teachers in whose classes

the students were enrolled. In general, though, it appears that many students view preparation for high school social studies as inconsistent. Although 12% of the students expressed high satisfaction with their preparation, 49% of the high school students expressed moderate satisfaction, and 22% were dissatisfied.

Responses of the eighth grade students can also shed light on how well middle school prepares students for high school social studies. Eighth grade students were asked to identify the most important things they "learned or learned to do" in sixth grade, seventh grade, eighth grade, and in all of the years that they had taken social studies.

The responses are striking: students almost never mentioned any general themes, trends, ideas, or concepts. The vast majority of responses to all of the questions were related to general subjects (for example, U.S. history, economics, geography, New Mexico) or very specific, concrete, and isolated facts. Specific events, facts, and people most commonly mentioned included the presidents of the United States, specific wars or wars in general, or specific famous people. Some students responded at a somewhat higher level of abstraction ("other countries", "other people", "other cultures"), and some mentioned skills or tasks that they learned to accomplish (reading graphs and charts, doing reports, and taking notes.) However, very few students identified concepts or skills that would clearly carry over into high school.

These results do not necessarily mean that the middle school program is ineffective in and of itself. Rather, the problem may lie in the lack of program integration between middle school and high school. In order to have a social studies program that is effective, it is necessary not only that the individual components perform their roles effectively, but also that the different grades and levels be integrated and ordered into a developmental sequence that builds upon what is learned earlier and lays the foundation for later learning. It appears that this type of planning and integration is not occurring at the middle school level.

High School Social Studies

In high school, students are required to take three social studies courses:

Civics, a one-semester course usually taken in the ninth grade. Civics introduces students to the American system of government and looks at ways in which they can influence the decision-making process. It shows students the structure of their legal system and stresses the role of citizens within a system of law that gives individual rights and that requires individual action. It asks students to look at the complex economic system that affects them daily and to confront that economic system as informed consumers. Civics tries to equip the students for the society in which they must live and make choices.

United States history, a one-year survey course which traces the development of the United States from the time of early settlement to present-day society. It moves chronologically through the American experience with the "living Constitution" as a recurring theme and with particular emphasis on the post-Civil War period.

A world concept course, a required one-credit survey course offered at the tenth, eleventh, or twelfth grades. It may encompass a total world survey, an era survey, or an area survey, and it may be organized topically or thematically. The world concept courses include the concepts of historical and cultural development, political and economic systems, social structures, and geographic regions. The six courses which qualify for this required social studies credit are anthropology, Eastern civilizations, Western civilization, world geography, world history, and world issues.

In addition to the required program, students may choose to take a variety of electives, which vary from school to school. These include: sociology, anthropology, economics, geography, social psychology, American government, and others.

The high school program is thus in some respects less clearly defined than the program at the middle school level. Students are not required to take social studies every year and the courses which they elect to take can vary somewhat. Program planning and integration at the high school level has been a difficult issue for a number of years in APS.

An analysis of information collected in this evaluation indicates that some dissatisfaction exists concerning the civics course. Civics was added as a requirement largely to satisfy the State Department of Education requirement that students be prepared for the government and law and consumer economics sections of the state-mandated New Mexico High School Proficiency Examination. Some teachers do not feel that a semester is long enough to cover the enormous amount of content that is required. Other teachers have expressed the opinion that freshmen are too young to be prepared for civic responsibility and that the senior year is a more appropriate time for a civics course. High school students, when asked to name the least valuable social studies courses they had taken in high school mentioned civics more frequently than any other course (mentioned by 22% of the students). On the other hand, a considerable number of high school students (15%) named civics as one of the most valuable courses they had taken.

A second major issue in program planning at the high school level is the nature and grade placement of the world concept course. Some teachers feel that the course should be offered only at the senior year as a culmination of students' experience in social studies. Others feel that it should be taken in the sophomore year. The disagreement is more than symbolic. The senior year is widely considered to be the culmination of the student's social studies education. As a result, the controversy often revolves around the issue of which course should be the capstone of the high school program. Some teachers favor world history, others see the need for civics at the twelfth grade. Some teachers believe that a world issues course most effectively meets the needs of the older students who are preparing to leave the high school program.

A related issue concerns which course should be taken to meet the world concept requirement. Some teachers feel that world history should be required of every student, while other teachers believe students should be able to choose from among such courses as world history, world geography, world issues, and others.

The practical result of these disagreements is that the high school program is not presently sequential and does not build upon earlier learnings. Civics stands alone in the 9th grade as a preparation for the New Mexico High School Proficiency Examination. In the sophomore year, students often skip social studies altogether. At some schools they may take a world concept course or an elective such as social psychology. In either case, the course is not specifically planned as part of a developmental sequence. In the junior year, the fact that U.S. history is taken by virtually all students, provides some basis for program continuity. However, in the senior year, students may take either an advanced world concept course, a social studies elective, or no social studies at all, depending upon the student's wishes and/or the school's expectations.

It is important to note the apparent gaps in the high school social studies program. First, the only exposure students have to American government and civic responsibility and participation is in the ninth grade civics course. This course is widely regarded by students as being repetitious and boring, and more than one-fifth of the students cited it as the least valuable social studies course they had taken.

It is also possible that a student graduating from any APS high school could have no knowledge whatsoever of world history. If that student had chosen to take a world issues, world geography, or anthropology course, for example, his or her only exposure to world history would have been in the sixth grade or earlier.

Finally, it is very likely that a student graduating from APS would have had little exposure to any of the social sciences at the high school level. At present, social science courses such as social psychology, sociology, anthropology, and political science are not required and are not widely taken by students. Although history and civics are widely accepted as core studies of a social studies program, it may be appropriate to review whether a social studies program which does not require the social sciences is a complete program.

Given this general perspective, it is not surprising that almost half of the high school teachers expressed a belief that additional social studies courses should be offered in the Albuquerque Public Schools. A few high school teachers went so far as to propose four years of required social studies. The true issue, however, is not necessarily related to additional courses or additional requirements. Rather, the critical need was eloquently expressed by one of the teachers who was interviewed as part of this evaluation. This teacher said that it did not matter so much exactly what the high school program looked like. The world concept course could conceivably be offered either in the sophomore or the senior year, for example. The key point is that a sequential, integrated program is sorely lacking and desperately needed.

Summary

The national literature has pointed to deficiencies in the planning and integration of social studies programs across the country. Scope and sequence issues spark heated and seemingly endless debate. Only limited agreement exists concerning what should be included in social studies programs, or how what is included should be sequenced.

In the Albuquerque Public Schools, difficulties have been found that are extremely similar to the national situation. Little agreement exists concerning what content and skills are most important for students to learn. This lack of agreement provides the background for the confusion and ambiguities that exist in the elementary, middle school, and high school social studies programs.

At the elementary level, it appears that social studies is emphasized to an inadequate degree, that teachers and students do not feel it is as important as other subjects, and that all students may or may not have acquired the most essential knowledge and skills they should have received during elementary school. Middle school teachers rate the preparation of students coming into middle school as "somewhat effective" to "ineffective".

In middle school, the curriculum is better defined, but serious confusion is apparent. The seventh grade curriculum, in particular, seems to be confusing and ambiguous and apparently includes a wide variety of material. The eighth grade U.S. history class may duplicate efforts at the fifth and eleventh grade levels. Its relationship to earlier and later exposures to U.S. history is not clearly defined. Furthermore, confusion exists as to where New Mexico should be taught — in the 6th or the 7th grade. Teachers at the social studies evaluation conference expressed a desire for clearer guidelines concerning the program.

At the high school level, students are not exposed to a sequential program. Rather, they may take civics at the freshman year, skip social studies in the sophomore year, take U.S. history in the junior year, and take one of any number of world concept

courses in the sophomore or senior year. When a senior leaves high school, there is no guarantee that he or she has learned the content and skills that will prepare him or her to understand the surrounding world or to function as a citizen in a complex political and social system.

These deficiencies in program planning and articulation are not necessarily related to the quality of individual classes or the quality of instruction by individual teachers. Rather, they are difficulties apparently caused by problems in program design.

2. Are the courses and programs which are generally regarded as most essential offered in the APS social studies program?

It has been repeatedly stated in this report that little consensus exists concerning what social studies courses and programs are most important. Some people may feel that United States history should be offered every year. Others might believe that it is more important to cover world history or world geography. In recent years, the social studies curriculum has tended to include many new topics reflecting current social trends. These include environmental issues, ethnic studies, values education, and women's studies. Some special interest groups, some educators, and some members of the general public tend to see one or a few of these topics as being so vital that the need to include it in the curriculum overshadows all other considerations. While this effort shows laudable commitment, it can create tremendous pressure on social studies programs. Because of the lack of consensus concerning what is most important to teach in social studies and in view of the pressure mounted by some interest groups, it is especially difficult to determine whether the social studies curriculum is complete. Where one observer sees a complete program, another may see inadequate treatment of a vital subject or topic.

In order to determine whether the program is sufficiently comprehensive in scope, the following open-ended question was asked of teachers, counselors, administrators, parents, and high school students: "Are there any K-12 social studies courses or programs that should be offered in APS or in your school that are not currently offered?" The results are presented in Figure II. 3, below.

Figure II. 3. Responses to the question: "Are there any K-12 social studies courses or subjects that should be offered in APS or in your school that are not currently offered?"

	Percent "Yes" Responses	Percent "No" Responses	Percent Undecided or Omitted
Elementary Teachers	10%	16%	74%
Middle School Teachers	16%	21%	63%
High School Teachers	47%	12%	41%
Elementary Administrators	11%	40%	49%
Middle School Administrators	21%	29%	50%
High School Administrators	27%	55%	18%
Elementary Counselors	21%	7%	72%
Middle School Counselors	38%	29%	33%
High School Counselors	27%	41%	32%
Parents (All Levels)	22%	11%	67%
High School Students	15%	84%	1%

Discussion

It is difficult to interpret the above results due to the lack of standards that could provide a basis for comparison. It is difficult to interpret if, for example, 15% of a group of teachers feels additional courses should be added, that is a significant percentage. As with many other survey results in the present study, it is also difficult to know how informed, reliable, and valid opinions might be.

Some significant patterns do emerge, however. First, comparative satisfaction seems to exist among elementary school staffs concerning the scope of the elementary school program: comparatively few administrators, counselors, and teachers felt that more needed to be added to the elementary program.

Those elementary school teachers, counselors, and administrators who saw the need for additional courses or units mentioned an extremely wide variety of topics that they felt should be covered in the K-12 program. These topics include: life skills, social skills, New Mexico geography, the nuclear age, languages and cultures, the international political climate, more maps and globes, more history, economics, critical thinking, personal and social development, parenting skills, assertiveness, drug education, and the Southwest.

At the middle school level, relatively few teachers and administrators mentioned additional courses that should be offered. However, thirty-eight percent (38%) of the

middle school counselors saw the need for additional courses, subjects, or units. Courses suggested by these counselors included primarily courses and units oriented toward practical skills and current events. As with elementary school personnel, the number and range of courses suggested by teachers, counselors, and administrators is staggering, and includes contemporary issues, problem solving, life skills, sociology, street law, comparative cultures, global perspectives, economics, citizenship, comparative religions, peace studies, Bible history, map skills, diplomatic history, Southwest history, United States geography, Western Hemisphere geography, and more.

Higher percentages of high school administrators, counselors, and teachers mentioned courses that are not included in the social studies program. The trend was especially dramatic for teachers, 47% of whom responded that more courses and programs needed to be offered. When asked to specify which additional courses should be offered, teachers listed an extremely wide variety, including American government, economics, geography, parenting, political science, anthropology, military history, environmental awareness, self awareness, New Mexico history and/or geography, world cultures, sociology, Native American studies, law, ethnic studies, and comparative governments. It is important to note that some of these courses are offered at some schools and not at others: anthropology, sociology, and geography, for example. The issue, therefore, partly involves district-wide curriculum standardization, which will be addressed in another section of this report.

In a few cases, a considerable number of teachers listed a needed course or program, such as economics (mentioned by 18 teachers), New Mexico history and government or New Mexico history (mentioned by 12 teachers), sociology (mentioned by 6 teachers), and American government (mentioned by 6 teachers). In the case of most other courses, however, one or perhaps two teachers mentioned the course. High school counselors and administrators mentioned a wide variety of "needed" courses, including, sociology, government, anthropology, world cultures, more basic courses, international trends, more honors and enriched programs, social psychology, and American government.

High school students who expressed the need for additional courses and programs listed an extremely wide variety of courses, 27 different courses in all. The most frequently suggested were government, law, and political science. Others mentioned include: sociology, psychology, economics, current events, military history, the United States at war, the Soviet Union and communism, world religions, Renaissance art and science, New Mexico or Southwest history, more advanced United States history, anthropology, Asian history, and computers. It is again important to note that some of the courses mentioned are indeed offered at one or more schools, but not at all schools.

Twenty-two percent (22%) of the parents perceived the need for additional courses and programs. As with other groups, the suggestions (52 in all) varied widely. Most commonly mentioned were: sociology, New Mexico history, world geography, economics, multicultural studies, anthropology, United States geography, United States government, decision making, lifestyles and religions, and law.

Summary

In general, there appears to be satisfaction with the scope of the social studies program in the Albuquerque Public Schools. Substantial majorities of most groups, with the exception of high school teachers, do not see the need for additional social studies courses, programs, or units. The range of suggestions proposed by those who do see the need for more courses is broad enough that it is difficult to imagine how a program could respond to all of the suggestions.

3. Does the APS social studies program avoid excessive repetition? If repetition does exist, does it serve a valid purpose?

Repetition of content and skills can serve a useful educational purpose or it can be harmful. If repetition is used to reinforce and build upon knowledge and skills already learned, it can be a valuable tool. If, however, material is repeated excessively and at the same cognitive levels and in the context of lower order skills, it can become boring and wasteful.

Some repetition exists in the APS social studies program, as it does in any educational program. Students are exposed to United States history three times during their thirteen years of schooling. In addition, history, social science concepts, and citizenship responsibilities are stressed repeatedly from grade level to grade level. The same is true of such social studies skills as map reading; problem solving; writing; and gathering, organizing, and interpreting data.

It is necessary to determine to what extent the repetition that does exist is constructive and to what extent it has negative effects. In order to address these questions, teachers, administrators, counselors, parents, and high school students were asked: "In your opinion, are any social studies courses, units or subjects taught too often? Is there too much repetition from grade level to grade level?" The results are presented in Figure II. 4, below.

FIGURE II. 4. RESPONSES TO THE QUESTION, "ARE ANY SOCIAL STUDIES UNITS OR SUBJECTS TAUGHT TOO OFTEN?"

RESPONDENTS	PERCENT "YES" RESPONSES	PERCENT "NO" RESPONSES	PERCENT UNDECIDED
Elementary Teachers	12%	41%	47%
Middle School Teachers	28%	53%	19%
High School Teachers	25%	52%	23%
Elementary Administrators	6%	66%	28%
Middle School Administrators	33%	42%	25%
High School Administrators	23%	55%	22%
Elementary Counselors	7%	41%	52%
Middle School Counselors	15%	47%	38%
High School Counselors	22%	49%	29%
Parents	10%	45%	45%
High School Students	19%	54%	27%

In general, most respondents in all groups do not perceive excessive repetition in the social studies program. Elementary school staffs, especially, do not feel that the program is repetitious. One explanation for this result may be that students have not yet had many opportunities for repetition in the elementary school social studies program. A second possibility is that little repetition exists because a relatively small amount of social studies is being taught in elementary school.

Compared with other groups, middle school teachers and administrators felt most frequently that the social studies program contains too much repetition. The most commonly cited instances of repetition were New Mexico history and United States history, two courses which were singled out as problems in the previous section concerning the coherence of the social studies program. As has been pointed out previously, New Mexico history is taught in the sixth grade, the seventh grade, and at various grade levels in the elementary program. In the case of United States history, middle school students have already studied this subject in fifth grade.

The possibility of too much repetition of United States history is confirmed if one examines the responses of high school teachers, administrators, and students. Although most teachers did not feel that the program was repetitious, twenty of the twenty-six teachers who did perceive repetition mentioned U.S. history. Furthermore, all of the high school administrators who felt the program was repetitious cited U.S. history. High school students also mentioned United States history as being repetitious far more than any other topic (mentioned by 50 students).

The overall impression one gets from the results is that although repetition does not seem to be a major problem in general, the possible redundancy of U.S. history and New Mexico units should be investigated further.

Teachers, counselors, administrators, parents, and high school students were also asked if there were any unnecessary courses in the APS social studies program. Responses are presented in Figure II. 5, below.

FIGURE II. 5. RESPONSES TO "ARE THERE ANY UNNECESSARY COURSES, SUBJECTS, OR UNITS IN THE APS SOCIAL STUDIES PROGRAM?

RESPONDENTS	PERCENT "YES" RESPONSES	PERCENT "NO" RESPONSES	PERCENT UNDECIDED
Elementary Teachers	7%	26%	67%
Middle School Teachers	26%	41%	33%
High School Teachers	16%	50%	34%
Elementary Administrators	9%	37%	54%
Middle School Administrators	25%	38%	37%
High School Administrators	23%	59%	18%
Elementary Counselors	7%	14%	79%
Middle School Counselors	3%	47%	50%
High School Counselors	3%	60%	37%
Parents	7%	31%	62%

Although very few elementary school staff members felt that the social studies program contains unnecessary units, a considerable minority of middle school and high school administrators and teachers perceived unnecessary courses. Among high school teachers, civics was the most commonly cited unnecessary course (mentioned by 8%), whereas middle school teachers most frequently mentioned the 7th grade area studies (14%) or the Eskimo unit within the 7th grade program (7%). Among middle school administrators, opinions regarding unnecessary courses varied, whereas with high school administrators, few courses were mentioned. With the possible exception of the specific examples cited, however, it does not appear that the APS social studies contains unnecessary courses.

SUMMARY: PLANNING AND INTEGRATION OF THE APS SOCIAL STUDIES PROGRAM

Although the APS social studies program appears to be relatively comprehensive, some problems exist in program planning and integration. The major difficulty appears to be the lack of a coherent overall plan that would allow all of the various pieces of the program — knowledge, skills, and attitudes acquired in such diverse fields as history, anthropology, geography, government and civics, sociology, and psychology — into a meaningful pattern that is consistent with students' development at each grade and level. Rather, the program appears to be somewhat disjointed and inconsistent, and

there appears to be no assurance that a student entering high school, for example, will be effectively prepared for the high school program.

A major concern is the elementary school program, wherein relatively little time is spent on social studies, and wherein teachers and students see social studies as being of lesser importance relative to other subjects. It is not clear that all students are being exposed to essential social studies content in the elementary school. At the middle school level, some questions were raised concerning the purpose and design of the sixth and seventh grade programs. Concerns were also expressed regarding the unclear relationship between eighth grade U.S. history and U.S. history courses taught at the elementary school and high school levels. At the high school level, a planned sequential program does not exist. Furthermore, the placement and scope of the required world concept and civics courses were frequently mentioned as problems. Also, the availability of important electives varies from high school to high school.

It is clearly necessary that the APS social studies program be more effectively planned than it is now to provide for a coherent K-12 developmental social studies program. This will be no easy task, especially when one considers the lack of adequate guidelines at the national level. The issues which have surfaced in this portion of the evaluation are, in fact, not unique to APS social studies. Rather, they are part and parcel of the identity crisis of social studies as a field. The findings of the present evaluation, however, provide valuable insights and data which can be used to reorganize the social studies program into a sound and complete program.

II. B. HOW EFFECTIVE IS THE PROCESS FOR DEFINING THE CONTENT OF THE APS SOCIAL STUDIES PROGRAM?

Two distinct processes for defining the content of the APS social studies program exist: the process at the elementary school level and the process at the secondary level (middle school and high school). The two processes will be discussed separately.

Elementary School

Elementary school differs from middle school and high school in that no specific daily time periods are set aside for any of the school subjects. Rather, the teacher, following general district guidelines and expectations, decides how much time should be devoted to each subject. Due to the more flexible structure in elementary school, it is essential that an effective process be used to define the content of the program. This will ensure that the appropriate content and skills are covered in proper depth and at the proper grade level.

In the spring of 1984, the district elementary school curriculum guide for social studies was distributed to teachers. This guide defines the content of the elementary social studies program by listing overall emphasis and expectations for each grade level (for example, U.S. history at the fifth grade) and by listing the district's expectations concerning what major themes and objectives should be covered at each grade level. The guide also suggests materials and strategies which teachers can employ to cover the required content and skills.

As a result of the dissemination of the curriculum guides, defining the content of the elementary social studies program is now planned and organized at the district level. The district has defined basic expectations while allowing individual teachers considerable latitude in accomplishing the basic objectives of the program. Textbooks, supplementary materials, and a variety of teaching methods can now all be used to support and implement a clearly defined social studies program.

It is anticipated that the process for defining the content of elementary school social studies can now be focused on improving and modifying the elementary curriculum guide so as to reflect new or different priorities in social studies. Teachers have already been asked to provide suggestions for changes in the program as embodied in the curriculum guide. It is likely that the content of the elementary program will be increasingly organized around the curriculum guide and the process of improving the guide. While it is still to early to envision what the process will be, it is anticipated that changes in the elementary guide will be based upon frequent reassessment of the usefulness of the guide. Such a process will provide the basis for an effective method for defining the content of the elementary school social studies program.

Secondary Level (Middle School and High School)

The process for defining the content of the middle school and high school social studies program is focused on the development of individual courses. It is important to recall that many of the social studies courses offered in the Albuquerque Public Schools have been offered for many years and are based on firmly established traditions. United States history, world history, civics and/or American government, and geography are all integral parts of virtually all social studies program nationwide.

Supporting and supplementing such long traditions are New Mexico State Department of Education requirements and guidelines and Albuquerque Public Schools Board of Education policies, which mandate, for example, United States history, a world concept course at the high school level, and civics. The result of all these guidelines and requirements is that much of the social studies program is well established and not subject to frequent change.

In the Albuquerque Public Schools, middle school and high schools may offer only those courses which are included in the Albuquerque Public Schools High School Curriculum - District Essentials and Guidelines or the Albuquerque Public Schools Middle School Curriculum - District Essentials and Guidelines. Furthermore, courses and programs that are offered at individual schools must follow the specific guidelines concerning which content and skills are to be included. In general, therefore, the process for defining the curriculum in APS high schools and middle schools is based on a district-wide curriculum which is centrally sanctioned.

Modifications are made in the program by adding or deleting courses from the list of approved courses that appears in the Guidelines. Such changes occur on an individual, course-by-course basis. Proposals for modifications emerge as individual teachers and administrators throughout the district see the potential need for adding or deleting courses.

In order to offer a new course, a teacher must develop the course in consultation with the department chairperson at his/her school and with the district curriculum coordinator for social studies. After a course proposal is developed and written in the proper format, the proposal is reviewed by teachers in the department and then reviewed by the assistant principal for curriculum, the principal, the area director of middle school or high school instruction, and the district director of secondary instruction.

After preliminary reviews and approvals, the proposal is forwarded to the district coordinator for social studies for final preparation. At this time, it is the practice of the district coordinator to review new course proposals with all department chairpersons prior to giving approval. Once the proposal is in final form, it is sent to the Associate Superintendent for Instruction, who determines whether or not the course should be

approved. After the Associate Superintendent's approval is granted, the course is included in the district curriculum and any school may offer it.

The process for defining the content at the middle schools and high schools is thus highly systematized and regularized in that it requires long and careful review and monitoring of proposed courses. However, the process is limited in that it tends to consider specific courses in isolation from each other and does not address the important issue of how courses might fit together into a coherent program.

One reason for this is that no district guidelines exist concerning which courses a school must offer. A high school must offer required courses such as civics, United States history, and at least one world concept course. Beyond such general requirements, an individual school may determine what courses it offers. For example, one high school may offer sociology, psychology, economics, and American government, while another could theoretically offer no social studies electives whatsoever.

Furthermore, a curriculum development process based on such a case-by-case approach does not encourage or require that the extent to which a course does or does not fit into the program as a whole be examined, or what effects adding or deleting an individual course might have on the program as a whole. No clear criteria exist, for example, to determine whether a course in ethnic studies might or might not be needed. The process itself thus allows a smorgasbord approach to curriculum development, rather than a total, holistic approach based on a plan for the entire program.

In summary, the process for developing curriculum at the elementary school level is focused on the elementary school curriculum guide for social studies. Although the recently disseminated curriculum guide is already being assessed to determine its usefulness and appropriateness, the review and revision process in future years is not as yet clearly defined.

At the secondary level, much of the curriculum is determined by state and district requirements as well as by curricular traditions. When changes are made in the program, they are made on an individual, course-by-course basis. The impetus for these changes generally comes from an individual teacher or school. As a result, although the process is systematic and thorough, it does not encourage or require consideration of the needs of the total program and how an individual course might fit into that program. In addition, the present system does not ensure that the appropriate range of courses is offered at each school.

II. C. IDEALLY, WHAT SOCIAL STUDIES COURSES OR PROGRAMS SHOULD A STUDENT HAVE TAKEN BY GRADUATION? AT WHAT GRADE LEVEL SHOULD THESE COURSES OR PROGRAMS BE TAKEN?

At least three possible sources of guidance exist concerning the "ideal" social studies program for students. First, a generally accepted national pattern for the social studies curriculum could be a model for local districts. As John Goodlad has pointed out, however, such a pattern does not exist at a national level for schooling in general. In social studies, a similar pattern has been pointed out by researchers: little uniformity appears to exist nationally concerning the specific outline of the ideal program. The much publicized recent national reports on education (A Nation At Risk, Academic Preparation for College, High School: A Report on Secondary Education in America, et al.) appropriately stressed the significance of broad themes in social studies without prescribing specific course requirements. These themes included, for example, enabling students to understand their places "within the larger social and cultural structure"; understanding the "broad sweep of ancient and contemporary ideas that have shaped

our world"; "understanding the economic and political systems"; "distinguishing between free and oppressive societies" (A Nation At Risk, p. 26); "understanding change over time"; understanding "the chronology and significance of major events and movements in world history"; gaining the ability to understand "basic information developed by the social sciences" (The College Board, Academic Preparation for College); and "learning about the human heritage and the interdependent world" (High School: A Report on Secondary Education in America.)

A second possible source of guidance would be the opinions of social studies experts and researchers nationally. The ideal program could conceivably be based on research and careful thought concerning what a program should contain. Here, too, little guidance is available. Individual social studies experts tend to stress one philosophy of social studies over another and tend to disagree with one another concerning what content is most important to include in a program. The opinions of what is most relevant are largely dependent on what the individual researcher thinks are the most important goals for social studies. Even the recently released National Council for the Social Studies preliminary report on social studies scope and sequence is not a universally accepted guide for social studies programs.

A third possible source of guidance would be consensus among educators, parents, the community, and students at the local level. In the course of the present evaluation, an attempt was made to determine to what extent consensus exists concerning what content and skills are most important for APS students to learn. As will be demonstrated, little agreement exists concerning specifically what students should be learning in social studies.

Opinions Concerning the Most Essential Content of the Elementary Social Studies Program

In order to determine what social studies content and skills are considered most essential, teachers, administrators, counselors, parents, and high school students were asked the following open-ended question: "What are the most important content and skills that students should learn in elementary school social studies?" In addition, elementary school teachers and administrators were asked to identify the grade levels at which social studies should be taught.

With one exception, a general consensus (90% or more agreement) existed among both elementary teachers and administrators that social studies should be taught at all elementary grade level. The exception was that "only" 78% of the elementary teachers surveyed believed that social studies should be taught in kindergarten.

When all groups were asked to identify the most important content and skills in elementary school social studies, a wide variety of responses resulted. The following partial list will demonstrate the variety of the expectations held for elementary school social studies. Numbers in parentheses denote the number of times the topic was mentioned.

Elementary Teacher Responses (267 total respondents; 7 omitted responses)

Interpersonal skills (79); other cultures (78); geography (45); values and attitudes (44); using maps, charts, and globes (43); history-general (37); personal development (35); the community (31); decision making (28); the United States (27); the family (23); New Mexico (21); citizenship (20); current events (11); research methods (11); library skills (5).

In all more than 30 major categories of topics were mentioned.

Elementary Admininistrator Responses (35 total respondents; 8 omitted responses)

Other cultures (9); interpersonal skills (9); values (6); geography (6); the United States (4); using maps and charts (4); library and research skills (5); critical thinking (4); personal development (2); the environment (2); decision making (4); analytical skills (3); problem solving (3); New Mexico (3) citizenship (3); history (3); the self (2); family (2); cause and effect (2); economics (2); society (2).

In all, elementary administrators mentioned more than 40 different major topics for inclusion in the elementary program.

Elementary Counselor Responses (29 total respondents; 5 omitted responses)

Other cultures (7); the United States (4); values (6); social skills (6); the self (5); the family (3); geography (2); history (2).

In all, twenty-five topics were mentioned.

Middle School Teacher Responses (111 total respondents; 27 omitted responses)

Geography (43); maps and charts (20); the United States; reading skills and vocabulary (17); writing (12); New Mexico (8); other cultures (7); critical thinking (7); the community (6); government and politics (5).

In all, 53 different topics were mentioned by middle school teachers.

Middle School Administrator Responses (24 total respondents; 6 omitted responses)

Maps and charts (3); New Mexico (2); critical thinking (2); decision making (2); other cultures (2); the United States (1); research and library skills (1); analytical skills (1); geography (1); values (1); citizenship skills (1).

Middle school administrators listed 20 different general topics.

Middle School Counselors (34 total respondents; 14 omitted responses)

New Mexico (4); the community (4); history (3); values (3); other cultures (3); citizenship (3); maps and charts (2); geography (2).

In all, middle school counselors mentioned 22 different topics.

High School Teachers (97 total respondents; 23 omitted responses)

Reading skills and vocabulary (24); maps and globes (20); geography (16); writing (12); United States (10); other cultures (7); basic concepts and skills (7); values (6); government and politics (6); world history (5); critical thinking (5); citizenship (5); New Mexico (4).

In all, high school teachers listed 45 different courses and topics.

High School Administrators (22 respondents; 11 omitted responses)

Other cultures (3); United States history (3); values (3); history (2); reading skills and vocabulary (2); maps and charts (1).

In all, eighteen different topics were listed.

High School Counselors (37 total respondents; 16 omitted responses)

Other cultures (6); maps and charts (4); government and politics (3); values (3); patriotism (3); United States (2); civics (1); analytical skills (1); decision making (1); world geography (1).

High School counselors listed 20 different topics.

High School Students (568 total respondents; 14 omitted responses)

United States history (170); other cultures (42); government and politics (39); geography (64); presidents (45); history (60); world history (24); a general foundation (22); United States geography (21); interpersonal skills (14); current events (16); values (13).

Since high school students tended to give more general responses, only twenty categories of responses were listed.

Parents (328 total respondents; 61 omitted responses)

Other cultures (60); government and politics (52); geography (54); United States (61); history (39); social skills (32); New Mexico (20); role in the community (10); maps and globes (18); decision making (13); current events (19); personal development (15).

In all, parents listed 50 different topics.

It is clear from the variety of responses that only limited consensus exists in the Albuquerque Public Schools concerning the contents of the "ideal" elementary school social studies program. If one considers all of the groups, over one hundred different topics were listed as being the most important content and skills for elementary school. It is obvious that not all of these admittedly important topics can be covered in detail in a single program.

In general, however, the following topics or themes tended to be mentioned most frequently by all groups: the United States; geography; using maps and globes; social skills; other cultures; decision making; values; government and politics; analytical skills; research skills; New Mexico; the community; the family; reading skills and vocabulary. In many people's opinions, these subjects seem to represent the core of the elementary school social studies program. However, it would be dangerous to overestimate the degree of agreement on these topics. Additionally, each of these topics is extremely broad and can be defined in many ways. It is impossible to ascertain whether what one person calls learning about the United States would be equivalent to what another person might have in mind.

Some general guidelines for the elementary school program can therefore be derived from responses by parents, teachers, administrators, counselors, and high school students. However, the general consensus on a relatively small number of topics, if interpreted too rigidly, could mask the extreme diversity of points of view concerning the content of the elementary school program in APS.

Opinions Concerning the Most Essential Courses and Programs in Middle School

In order to determine content and skills determined to be most essential at the middle school level, the following open-ended question was asked of teachers, counselors, and administrators at all levels, as well as parents and high school students:

"In your opinion, what social studies courses or subjects should a student definitely take in middle school?"

Respondents were additionally asked to specify the number of years the course or program should be taken and the most appropriate grade level at which it should be taken.

Following are the responses of the various groups. Numbers in parentheses represent the number of respondents who listed the course or subject.

Elementary Teacher Responses (267 total respondents; 123 omitted responses)

United States history (102); geography (85); world history (39); New Mexico history (36); civics (25); government (12); current events (12); world cultures (9); history (9); United States geography (8); ancient history (7); social studies (5).

In all, 47 different courses and topics were mentioned by elementary school teachers.

Elementary Administrator Responses (35 total respondents; 18 omitted responses)

United States history (14); civics (5); government (4); world history (3); geography (2); New Mexico history (2); world cultures (2); social psychology (1).

In all 13 different courses and topics were listed by the elementary administrators.

Elementary Counselor Responses (29 total respondents; 16 omitted responses)

United States History (9); New Mexico history (4); world history (3); world cultures (2); geography (2); sociology (1); history (1); psychology (1).

In all 12 different courses and topics were listed by elementary counselors.

Middle School Teacher Responses (111 total respondents; 5 omitted responses)

United States history (108); geography (61); New Mexico history (38); Area Studies in World Cultures (36); world cultures (21); world history (15); Roots of Our Heritage (9); western civilization (8); United States geography (7); law-related education (3); physical geography (2).

In all, 27 different courses and subjects were suggested by middle school teachers.

Middle School Counselor Responses (34 total respondents; 3 omitted responses)

United States history (21); geography (12); world history (9); New Mexico history (7); Area Studies in World Cultures (7); ancient history (4); Roots of Our Heritage (4); social studies (3); world cultures (5).

11 different courses and subjects were suggested by middle school counselors.

Middle School Administrator Responses (24 total respondents; 1 omitted response)

United States history (21); Area Studies in World Cultures (13); world cultures (7); world history (6); geography (6); New Mexico history (5).

14 different courses and subjects were suggested by middle school administrators.

High School Teachers (97 total respondents; 17 omitted responses)

United States history (60); geography (43); New Mexico history (22); world history (10); civics (9); world cultures (8); area studies (7); United States geography (6); American government (5); Southwest history and culture (3); introduction to social studies (3).

High School teachers suggested 26 different courses and subjects.

High School Counselors (37 total respondents; 8 omitted responses)

United States history (15); geography (15); world history (10); civics (4); New Mexico history (4); New Mexico geography (2); United States geography (2).

High school counselors suggested 10 different courses and subjects.

High School Administrators (22 total respondents; 6 omitted responses)

United States history (8); New Mexico history (8); world cultures (7); social studies (5); geography (6); civics (3); world history (2); area studies (1); social psychology (1); government (1).

High school administrators suggested 11 different courses and topics.

Parents (328 total respondents; 74 omitted responses)

United States history (134); geography (88); world history (54); history (45); New Mexico history (44); civics (48); American government (28); world cultures (27); sociology (30); current events (23); United States geography (8); political science (7); area studies (6).

Parents suggested 33 different middle school courses and subjects.

High school students (568 total respondents; 71 omitted responses)

United States history (162); geography (101); politics and government (99); history (96); world history (91); world cultures (84); current events (34); New Mexico history (13); sociology (8); anthropology (8); economics (7); psychology (6); values (5).

In all, high school students listed 27 different courses and subjects.

Thus, broad agreement exists that middle school students should take United States history. A general tendency exists among all groups to include geography, New Mexico history, and some type of world history or world cultures course. A considerable number of respondents listed civics and government (parents especially stressed these fields). Some support is also apparent for current events, social science fields such as sociology and anthropology, and for Area Studies in World Cultures. In terms of the number of years devoted to these subjects and the grade levels at which the subjects should be taken, little agreement exists, except that United States history is generally favored for a year in the 8th grade.

Although general agreement exists concerning the importance of courses listed above many other courses were suggested for the middle school program. These courses include: local history, consumer economics, world political systems, environmental studies, problem solving and decision making, humanities, global understanding, introduction to the economy and society, ancient history, European geography, Eastern civilization, Latin America, Indian civilization, physical geography, citizenship, Native Americans, and state and local government.

Opinions Concerning the Most Essential Courses and Programs in High School

Teachers, counselors, administrators, parents, and high school students were asked: "In your opinion, what social studies courses or programs should a student definitely take in high school?" Respondents were asked to specify grade levels and number of years that the courses or programs should be taken.

Elementary Teachers (267 total respondents; 122 omitted responses)
United States history (105); world history (104); civics (57); American government (27); geography (24); current events (19); sociology (14); economics (13).

Elementary teachers listed 41 different courses or programs that high school students should definitely take.

Elementary Counselors (29 total respondents; 17 omitted responses)

United States history (8); world history (6); parenting (3); economics (2); civics (2); world cultures (2).

In all, 15 different courses or programs were mentioned.

Elementary Administrators (35 total respondents; 17 omitted responses)

United States history (13); world history (11); civics (7); American government (4); economics (3).

17 different courses or programs were mentioned.

Middle School Teachers (111 total respondents; 11 omitted responses)

United States history (95); world history (71); civics (55); American government (26); geography (18); economics (12).

30 different courses or programs were mentioned by middle school teachers.

Middle School Counselors (34 total respondents; 6 omitted responses)

United States history (26); civics (18); world history (15).

17 different courses or topics were mentioned by middle school counselors.

Middle School Administrators (24 total respondents; 6 omitted responses)

United States history (16); civics (14); world history (10).

10 different courses or programs were mentioned by middle school administrators.

High School Teachers (97 total respondents; 1 omitted response)

United States history (89); world history (77); civics (59); geography (41); economics (12); sociology (11); New Mexico history and government (9); psychology (8).

High School teachers listed 23 different courses or programs.

High School Counselors (37 total respondents; 1 omitted response)

United States history (33); world history (27); civics (22); geography (9); American government (3).

High school counselors listed 18 different courses or programs.

High School Administrators (22 total respondents; 1 omitted response)

United States history (22); world history (18); civics (19); geography (3).

High School Students (568 total respondents; 75 omitted responses)

United States history (324); world history (304); civics (156); world geography (99); world issues (55); American government (55); history (55); psychology (23); world cultures (21); sociology (21).

High school students listed 32 different courses or programs.

Parents (328 total respondents; 61 omitted responses)

World history (119); United States history (118); civics (80); sociology (47); American government (45); world geography (39); psychology (31); history (29); economics (15).

In all, parents mentioned 43 different courses or topics.

As with elementary school and middle school programs, an extremely wide variety of courses were seen as necessary courses. In contrast to elementary school and middle school, however, high school suggestions tended to cluster to a great degree around four courses: United States history, world history, civics, and geography. On the first three, especially, agreement was widespread. To a large extent, these three courses correspond to the pattern of required courses in the Albuquerque Public Schools, the only exception being that students may take any number of world concept courses rather than world history. The question of whether other world oriented courses besides world history should meet the graduation requirement for a world concept course has been debated in the district for a number of years. Responses to this item tend to support the notion that world history is generally considered to be more fundamental than such courses as world issues, world geography, or anthropology. The intrinsic values of these courses, however, cannot be established through a program evaluation. Rather, such an issue partially depends on individual values and perceptions.

Smaller but significant numbers of students, parents, teachers, counselors, and administrators also stressed such social science fields as economics, political science, sociology, anthropology, and psychology. Furthermore, a wide variety of courses was suggested by at least a few respondents. These include humanities, New Mexico government, ancient history, life skills, ethnic groups, political history, social studies, modern history, the Western hemisphere, human relations, Eastern civilization, parenting, communication skills, consumer economics, and world government.

The uniformity in course preferences is in one sense understandable. It will be recalled that the two most widely supported goals of social studies were "to develop in students an understanding and appreciation of American values, institutions, and ways of life," and "to help students understand the histories, traditions, values, institutions, and characteristics of countries and cultures throughout the world." It is extremely interesting that the three most widely supported high school courses, United States history, world history, and civics or government relate directly to the most commonly

supported goals. The lesser emphasis on such social science courses as anthropology, sociology, and psychology among respondents may relate to the relatively low ratings given to social science-related goals.

In another sense, however, the importance ratings given to United States history, world history, and civics may be tautological. Students, parents, and school personnel may support these courses not because of any inherent value in the courses themselves, but rather because they are the traditionally most emphasized courses and have been for years. It is possible that custom and tradition are so strong that they partially blind people to what a different type of social studies program should be. The most effective way to resolve such a dilemma is to ensure that the courses and programs required at the various levels include a broad range of social studies content. In this way, a truly comprehensive program can be developed.

As has been discussed previously, some controversy and confusion has existed at the high school level concerning the grade level at which various courses are taught. United States history appears to be well entrenched in the junior year. This practice is supported mainly by custom rather than by any strong rationale. Many students did in fact suggest that United States history be put at the tenth grade so that it could more effectively build on civics and 8th grade U.S. history. The custom of offering U.S. history in the junior year seems to be strong and is supported by textbook publishers, who gear reading levels to eleventh grade students. Since most groups expressed satisfaction for United States history at the eleventh grade, the issue is, for all practical purposes, resolved.

Some disagreement exists concerning the placement of civics. While most high school counselors and administrators felt it should be placed in the ninth grade, only 30 of the 59 high school teachers who felt civics was essential felt it should be taken in the freshman year. Fifteen suggested the sophomore year, 1 the junior year, and 10 the senior year. Those who felt civics should be a senior course most often expressed the opinion (via other open-ended questions and interviews) that citizenship topics can be more effectively covered with more mature students, and that civics in the twelfth grade would more effectively prepare students for voting and participating in the political system. Twenty-three of the 59 teachers also felt that civics should be a year-long course, to enable students to cover the material more completely and with greater understanding. Those teachers who favored a year-long course sometimes placed it in the ninth grade and sometime in the twelfth grade. Nationally, the most frequent pattern, according to the Social Science Education Consortium surveys, is that civics is offered in the 9th grade, but that American government is offered at the twelfth grade level.

The grade level at which world history should be offered in the Albuquerque Public Schools has also been open to disagreement. Most high school teachers, counselors, and administrators who listed world history as an essential course supported placing world history at the twelfth grade level: 68% of the teachers; 63% of the counselors; and 78% of the administrators. High school students also favored world history at the 11th (42%) or 12th (58%) grades. Teachers, counselors, and administrators disagreed as to the grade level at which world history should be taken. Middle school teachers who felt world history is essential in high school, for example, responded as follow: 35% suggested the tenth grade, 25% suggested the eleventh grade, and 40% suggested the twelfth grade.

Further confusion results when one considers the predominant national pattern for the grade level at which world history is taught. According to the Social Science Education Consortium 1982 report, world history is most commonly placed at the tenth grade in districts around the nation.

The basic problem is the same one that arises so often in social studies: lack of a clear and satisfactory rationale for why a course (in this case, world history) should be offered at one level rather than another. The placement of world history in the twelfth grade in APS seems to be based largely on custom and tradition, but the same appears to be true for the nationally prevalent decision to offer world history in the sophomore year. Convincing arguments can be made for either decision.

Due to the lack of clear rationale for placement of world history and civics, it is not possible to make recommendations in this evaluation concerning the issue. Rather, the present report recommends that a process be developed in order that the issue can be definitely resolved in the Albuquerque Public Schools. No matter what the final outcome is, the social studies program will gain in coherence once a decision is made and accepted. Resolution of this issue will involve negotiation and compromise as well as the ability to lay aside preconceived notions as to where the courses should appear.

II. D. WHAT TYPE OF SOCIAL STUDIES PROGRAMS HAVE STUDENTS ACTUALLY TAKEN BY GRADUATION?

In this section of the evaluation, the typical social studies program that students actually take in the Albuquerque Public Schools will be described. The description will be derived from: district and state guidelines that determine what classes students will take and what topics they will cover; student responses to questionnaire items which asked students what subjects they have and have not studied; statistics describing the numbers of high school graduates who have taken various social studies courses.

The Typical Elementary School Social Studies Program

The typical elementary school student spends just less than two in-class hours (108 minutes) per week learning social studies. According to data collected in this evaluation, the amount of class time devoted to studying social studies in class increases from the primary grades to the upper elementary grades. The major emphases of the program, as defined in the elementary curriculum guide are:

Kindergarten	-	Self-Identity
First Grade	-	The Family
Second Grade	-	The Neighborhood
Third Grade	-	The Community
Fourth Grade	-	World Geography and the Study of New Mexico
Fifth Grade	-	United States History

Within this general framework, the student would typically learn about the following topics: the self, the family, the community, New Mexico, careers and jobs, rules and laws, other cultures, the United States Constitution, history, decision-making, using maps and globes, United States history, and other countries.

Fifth grade students were asked via questionnaire items whether they had studied the 13 topics listed above, which are defined as basic components of elementary social studies. The typical student would likely have learned about: maps and globes (reported by 87%); general history (84%); United States history (83%); other cultures (83%); rules and laws (80%); and other countries (80%). The student would apparently also have had a good chance of learning about: New Mexico (77%); careers and jobs (74%); and the community (73%). However, smaller numbers of students recalled learning about: the self (67%); the family (65%); decision making (62%); and the United States Constitution (62%).

While it is risky to generalize from elementary school students reports of what they have learned, it does appear that the coverage of the basic content of elementary school social studies may be somewhat inconsistent. Moreover, given the small amount of time devoted to social studies each week, it seems likely that students are not consistently receiving sustained, in-depth coverage of some of the central social studies topics. This may be due to time limitations created by the many demands on the elementary school program.

The Typical Middle School Social Studies Program

In 6th grade, all students are required to take "Roots of Our Heritage". This course focuses on the nature and sources of present institutions and values in our society. Beginning with ancient civilizations and continuing through Greek and Roman civilizations, with options to include medieval western civilizations, the course emphasizes the social, political, economic, religious, and philosophical roots of western civilization. A separate unit in physical geography is a required component of the course.

In seventh grade, the student takes Area Studies in World Cultures. The focus of this course is on learning about similarities and differences in patterns of living among people of different cultures. Using a common framework of cultural components that occur universally in human societies, students study a variety of modern cultures. In addition to the emphasis on cultures, the geography of each area is explored, and principles of physical geography are reinforced.

In eighth grade, the student takes United States history. This course is organized chronologically, with special focus on the colonial period, the Constitution, and the modern period. The course stresses a biographical, anecdotal, and narrative approach.

The Typical High School Social Studies Program

In high school, an individual student's program is a combination of required and elective courses.

The required high school courses are:

Civics - a one semester course generally taken in the 9th grade. Civics introduces students to the American systems of government and looks at ways in which they can influence the decision making process. It shows students the structure of their legal system and stresses the role of citizens within a system of law that gives individuals rights and that requires individual action. It asks students to look at the complex economic system that affects them daily and to confront that economic system as informed consumers. Civics tries to equip the students for the society in which they must live and make choices.

United States history - a one year course generally taken in the junior year. The course traces the development of the United States from the time of early settlement to present-day society. It moves chronologically through the American experience with the "living Constitution" as a recurring theme and with particular emphasis on the post-Civil War period.

A world concept course is a required one-credit survey course offered at the tenth, eleventh, or twelfth grades. It may encompass a total world survey, an era survey, or an area survey and it may be organized topically or thematically. The world concept courses include the concepts of historical and cultural development, political and economic systems, social structures, and geographic regions. The six optional courses which qualify for this required social studies credit are anthropology, Eastern civilizations, Western civilization, world geography, world history, and world issues.

The Elective High School Social Studies Program:

Individual high schools offer various social studies electives. Some schools may offer the full range of social studies electives, including, for example, economics, American government, world geography, sociology, social psychology, anthropology, and law. Other schools may offer no more than one or two of these courses, depending on the program design and the needs and characteristics of the students. Please see Appendix I, p. 236 for social studies courses listed in the course catalogs for each high school.

In order to determine the nature of the elective program taken by APS students, it is helpful to examine statistics provided by APS Data Services. Although the data are not complete (they do not, for example, include APS summer school courses or credits transferred from other school districts), they provide a good approximation of the number of social studies courses taken by APS graduates. It is also important to note that the data were provided for 1983 graduates only. It is reasonable to assume, however, that 1984 figures would be comparable to the 1983 figures.

For the district as a whole, the typical 1983 high school graduate earned just over 2.5 social studies credits in the Albuquerque Public Schools. It therefore appears that the typical student does not take many social studies courses above and beyond the minimum requirements.

Figures concerning the average number of credits in elective social studies courses confirm this trend. Only 138 (4%) of 4810 1983 graduates took geography in APS; 392 district graduates (8%) took sociology in APS; 22 (.4%) of the graduates earned credits in economics in APS; 315 (6%) earned credits in American government; 125 (3%) earned credits in anthropology. In all of these cases, the typical APS graduate was more likely to take a semester of the course rather than a full year. NOTE: Figures concerning the number of graduates who took social psychology are not available.

By and large, it seems that most graduates are earning the minimum number of social studies credits, or just slightly more than the minimum number. Just over one-third (37%) appear to have elected more than the minimum, and most of these students appear to have earned credits for just one semester above and beyond graduation requirements.

Possible explanations for these results include:

1. The relatively large number of required credits in social studies (2½) may make it difficult to find time for additional electives.

2. Students may not be interested in social studies, or feel that social studies is important enough to take more than the minimum number of required courses. As has been found in this evaluation, a relatively large number of high school social studies students do not appear to view social studies as especially important and/or interesting. (See Section I. C for a discussion of this issue.)

3. The elective social studies program in some schools may be small due to lack of staffing or lack of student demand.

It is impossible to identify all of the factors that may affect whether or not students take social studies electives. It is apparent, however, that the typical APS high school graduate has not significantly exceeded the minimum graduation requirements in social studies.

II. E. HOW FAMILIAR ARE TEACHERS, ADMINISTRATORS, PARENTS, AND STUDENTS WITH THE CONTENT OF THE APS SOCIAL STUDIES PROGRAM?

The Importance of Familiarity with the Program

In order for a planned, integrated, and comprehensive social studies program to exist, it is necessary that school personnel, student and parents be familiar with the program. Without such familiarity:

- Teachers may be unsure of their individual roles in the overall program.
- Teachers may not know if they are duplicating other units or courses taught to students.
- Teachers may not have expectations for their students that are consistent with what students have already learned.
- Students may see no plan behind the social studies program. Rather, they may see the program as merely a random collection of courses.
- Students may not be able to plan their future programs as effectively as they should.
- Parents may not have clear expectations of what their students should be learning in social studies.
- Parents may underestimate the role and significance of social studies in their children's educations.
- Counselors may have difficulty in advising students concerning appropriate course selections.
- Administrators may have unclear or contradictory expectations for social studies teachers.
- Administrators may underestimate the significance of social studies.
- The social studies curriculum as a whole may lack internal coherence.

It is clear that the degree of familiarity with the K-12 social studies program on the part of all of these groups can have a dramatic impact on program effectiveness.

District Results: Familiarity with the Social Studies Program

Teachers, administrators, counselors, parents, and high school students were asked to rate their familiarity with the elementary school social studies program, the middle school social studies program, and the high school social studies program. The results are presented in Figure II. 6, on the next page.

FIGURE II. 6. FAMILIARITY WITH THE ELEMENTARY SCHOOL, MIDDLE SCHOOL, AND HIGH SCHOOL SOCIAL STUDIES PROGRAMS.

Figures represent the percentage of respondents rating their familiarity as "very familiar", "somewhat familiar", "unfamiliar", and "very unfamiliar". Percentages may not add up to 100% due to rounding off.

A. FAMILIARITY OF TEACHERS, PARENTS, ADMINISTRATORS, COUNSELORS, AND STUDENTS WITH THE ELEMENTARY PROGRAM

	Very Familiar	Familiar	Unfamiliar	Very Unfamiliar
Elementary Teachers	45%	50%	3%	1%
Middle School Teachers	5%	26%	39%	30%
High School Teachers	2%	12%	38%	47%
Elementary Administrators	54%	43%	3%	0%
Middle School Administrators	38%	42%	21%	0%
High School Administrators	5%	9%	59%	27%
Parents (All Levels)	7%	43%	35%	14%
High School Students	3%	22%	37%	37%
Elementary Counselors	10%	62%	21%	7%
Middle School Counselors	3%	12%	47%	38%
High School Counselors	1%	36%	20%	42%

(Continued on next page)

FIGURE II. 6. (Continued)

B. FAMILIARITY OF TEACHERS, PARENTS, ADMINISTRATORS, COUNSELORS, AND HIGH SCHOOL STUDENTS WITH THE MIDDLE SCHOOL PROGRAM

	Very Familiar	Familiar	Unfamiliar	Very Unfamiliar
Elementary Teachers	1%	22%	43%	31%
Middle School Teachers	71%	23%	3%	4%
High School Teachers	3%	57%	26%	12%
Elementary Administrators	3%	40%	31%	17%
Middle School Administrators	0%	100%	0%	0%
High School Administrators	18%	50%	23%	9%
Parents (all levels)	8%	42%	24%	24%
High School Students	10%	52%	22%	16%
Elementary Counselors	0%	31%	31%	38%
Middle School Counselors	29%	62%	6%	3%
High School Counselors	5%	49%	24%	19%

C. FAMILIARITY OF TEACHERS, PARENTS, ADMINISTRATORS, COUNSELORS, AND HIGH SCHOOL STUDENTS WITH THE HIGH SCHOOL PROGRAM

	Very Familiar	Familiar	Unfamiliar	Very Unfamiliar
Elementary Teachers	1%	16%	34%	46%
Middle School Teachers	13%	57%	17%	14%
High School Teachers	79%	18%	2%	1%
Elementary Administrators	31%	31%	29%	9%
Middle School Administrators	8%	13%	8%	71%
High School Administrators	64%	34%	0%	0%
Parents (all levels)	8%	28%	29%	33%
High School Students	48%	45%	4%	4%
Elementary Counselors	7%	7%	28%	59%
Middle School Counselors	6%	44%	32%	18%
High School Counselors	68%	24%	8%	0%

The overall trend reflected in the above data is consistent and dramatic: teachers, counselors, and administrators report being unfamiliar with the social studies programs at other levels than their own. Only 1% of elementary teachers said they were "very familiar" with the middle school and high school programs. One percent of high school teachers reported that they were "very familiar" with the elementary school program and only 3% with the high school program. Three percent of the elementary administrators said they were "very familiar" with the middle school program and 31% reported being "very familiar" with the high school program. Thirty-eight (38%) percent of middle school administrators said they were "very familiar" with the elementary program and 8% with the high school program. None and 3%, respectively, of the middle school and high school counselors reported being "very familiar" with the elementary school social studies program.

Another extremely significant finding is that teachers at all levels generally reported themselves to be less familiar with other levels than did counselors and administrators. Since teachers have the major role in implementing the instructional program and ensuring

articulation, this finding is highly suggestive of the need to provide teachers with more information concerning other levels of the social studies program. Interestingly, elementary teachers reported themselves to be less knowledgeable about the elementary program than did elementary administrators and more high school administrators reported themselves as "very familiar" or "familiar" with the high school program than did teachers. A large percentage of high school counselors reported themselves as being "very familiar" with the social studies program. This is an important finding since high school counselors play an important role in advising students concerning course selections.

High school students expressed a general unfamiliarity with the elementary program. This is not surprising since some did not attend elementary school in APS and others have most likely forgotten their elementary school social studies experiences. Over half of the high school students reported at least some familiarity with the middle school program. What is most surprising is that only 48% of the high school students reported that they were "very familiar" with the high school program. For usually three to four years, these students — almost all juniors and seniors — have been selecting social studies courses, and yet they expressed only a moderate degree of familiarity with the program.

This finding may be explained in a number of different ways. Perhaps students interpreted the question in terms of the district's social studies program rather than in terms of the specific program at their schools. Given the probable lack of student awareness that a district program exists, however, this seems unlikely. The explanation could be that students progress from course to course without carefully considering what courses they have taken or will take. Possibly they have not received adequate information about the program or adequate guidance from teachers or counselors. Finally, students may be judging their knowledge of the program more harshly than other groups. In any case, the reported relative lack of familiarity with the high school social studies program raises some important questions.

Some of the parents surveyed had children at the elementary level, some at the middle school level, and some at the high school level. By and large, few parents considered themselves highly familiar with any level of the program: approximately one-half rated themselves unfamiliar or very unfamiliar with each level. Moreover, a considerable number of parents on the parent advisory committees and parents who responded to the mailed questionnaires expressed a desire to know more about the social studies program.

Eighth grade students were asked, "What do you think you will learn in social studies in high school?" Eighth grade students revealed little familiarity with what they would be taking in high school. Virtually no students appeared to be familiar with all of the requirements. One hundred and thirty of the 829 eighth graders surveyed knew they would be taking United States history. Only one hundred and eighty seven knew they would be taking civics, even though many of them had already attended planning sessions designed to familiarize them with high school requirements.

Fifth grade students were asked, "What do you think you will learn in social studies in middle school and high school? Fifth graders, too, had only the vaguest idea concerning what future social studies courses they would be taking. The most common answer was United States history (24%). Many did not answer the question, and responses were widely scattered. Thus, fifth graders appeared to have very little knowledge of the K-12 social studies program. This is to be expected given their youth and the fact that they are not likely to be thinking seriously about their educational futures. Yet, the lack of knowledge probably inhibits students' abilities to understand the role and importance of social studies.

Summary

In general, a lack of familiarity with the overall K-12 social studies program in APS is apparent. Teachers, counselors, and administrators are familiar with their own levels, but not very familiar with the program at other levels. Approximately half of the parents reported being generally uniformed about the program. Students displayed a lack of knowledge and understanding concerning the program.

II. F. HOW IS THE CONTENT OF THE SOCIAL STUDIES PROGRAM DEFINED, i.e., HOW DO TEACHERS DETERMINE WHAT THEY SHOULD TEACH?

A social studies teacher in the Albuquerque Public Schools potentially has many resources in determining what to teach: textbooks, college training, individual reading and research, curriculum abstracts and guides, colleagues, the district coordinator for social studies, and the media. In this section of the evaluation, the question of how teachers decide what to teach will be addressed.

Teachers were asked to rate the influence of 16 different curriculum resources on the content and skills which they teach in social studies. Results are presented in Figure II. 7.

FIGURE II. 7. CURRICULAR INFLEUNCES UPON ELEMENTARY SCHOOL, MIDDLE SCHOOL AND HIGH SCHOOL TEACHERS 1= Strong Influence; 2 = Moderate Influence; 3 = Slight Influence; 4= No Influence. All figures represent average (mean) ratings. Numbers in parentheses represent the relative ranking of the resource. For example, (1) means that the resources was generally ranked as the strongest influence.

	Elementary Teachers	Middle School Teachers	High School Teachers
Textbooks	1.76 (1)	1.70 (1)	1.67 (1)
District Curriculum Guides	2.21 (2)	1.85 (2)	2.63 (7)
District Curriculum Abstracts	2.23 (3)	2.16 (4)	NA
Newspapers, Magazines	2.26 (4)	2.31 (5)	2.13 (3)
Television, Radio	2.37 (5)	2.62 (7)	2.37 (5)
District Skills Guide	2.38 (6)	2.14 (3)	2.53 (6)
Social Studies-Related Inservice	2.67 (7)	2.72 (9)	2.97 (8)
Other Teachers	2.69 (8)	2.49 (6)	2.00 (2)
College or University Courses	2.85 (9)	2.69 (8)	2.20 (4)
State Department of Education	2.97 (10)	3.02 (11)	3.26 (11)
Principal or Assistant Principal	3.08 (11)	3.26 (12)	3.53 (13)
District Coordinator for Social Studies	3.13 (12)	282. (10)	3.25 (10)
Parents	3.19 (13)	3.39 (14)	3.34 (12)
Area Office Administrators	3.29 (14)	3.52 (16)	3.64 (15)
Central Office Administrators	3.32 (15)	3.51 (15)	3.53 (13)
Professional Organizations	3.43 (16)	3.34 (13)	3.01 (9)

At all levels, teachers reported that the textbook is, in general, the strongest influence upon their selection of what is to be taught. The degree of influence varies from teacher to teacher, but the overall trend is as follows: 48% of the elementary teachers reported that the textbook influenced them strongly, 29% reported a moderate influence, 16% a slight influence and 4% no influence. Among middle school teachers, 50% reported a strong influence, 32% a moderate influence, 16% a slight influence and 2% no influence. Among high school teachers, 47% reported a strong influence, 35% a moderate influence,

13% a slight influence, and 1% no influence. At the elementary school and high school levels, the textbook has considerably more influence on the teachers' selection of the content and skills to teach relative to other materials. At the middle school level, the district curriculum guide has almost as much influence as the textbook.

The reported influence of district curriculum materials in general is strongest at the middle school level and next strongest at the elementary school level. At middle school, three district resources were ranked immediately behind textbooks in influence. Elementary teachers rated the new elementary curriculum guide second highest in relative influence, followed by the district curriculum abstracts. The influence of both of these resources was rated in the "moderate" range, however. High school teachers tended to rate the influence of district curriculum resources considerably lower.

High school teachers tended to rate colleagues, college courses, newspapers and magazines, television and radio, and professional organizations as stronger influences than did other groups. It appears that their sources of curriculum guidance are more likely to be individually determined than to originate from the district. Middle school teachers also rated these types of resources as relatively influential. Elementary teachers reported using the media as sources of curriculum, but did not rely on colleagues or upon university courses as extensively. None of the three groups of teachers reported a strong influence on the part of area or central office administrators or the State Department of Education, nor did they report a strong influence by parents.

In general, it appears that although the textbook is the single major influence upon teachers selection of what content and skills to teach, it is by no means the only influence. District resources, colleagues, the district coordinator for social studies, college training, newspapers, television and radio, and professional organizations also have significant influence.

II. G. HOW ADEQUATE ARE DISTRICT CURRICULUM RESOURCES IN HELPING TEACHERS TO DEFINE WHAT CONTENT TO TEACH?

In the previous section, teacher utilization of district curriculum materials was addressed. In the present section, teacher judgements regarding the quality of the district materials are reported.

The following district curriculum resources are available to teachers:

Elementary Curriculum Guide - Specifies district expectations for elementary school social studies. A complete K-5 program is provided. Instructional objectives follow the content suggested by the APS Curriculum Abstract, and activities and supplementary resources are provided that are appropriate to the developmental needs of students. The guide gives teachers a choice regarding the materials and methodology used to teach the district objectives.

Skills Guide for Social Studies - Specifies skills to be addressed in the APS social studies program, including communication skills, geography skills, chronology skills, critical thinking skills, research skills, and group process skills. The skills guide delineates the grade levels at which students are first exposed to each skill and the role of subsequent grade levels in reinforcing and expanding previous learning.

Curriculum Abstract - provides a brief overview of the major instructional emphases at each grade level K-8. The curriculum abstract serves as a reference

for teachers, parents, and administrators who wish to attain a general idea of the outcomes of instruction at each grade level.

Middle School Curriculum Guides - provide guidance concerning the content and skills included in middle school courses. Guides are available for each grade level. Each guide describes major units to be taught, broad guidelines for time allocations for various units, and in some cases, ideas and resources for teaching the courses.

High School Course Descriptions - are available for each high school course authorized to be taught in the Albuquerque Public Schools. These descriptions provide broad content and skills objectives as well as standardized descriptions for use in each high school's course catalog.

In order to evaluate the availability and adequacy of the above resources, elementary school, middle school, and high school teachers were asked:

1. "Has the resource been made available to you?"
2. "How helpful is the resource?"

Elementary School Teacher Responses

Availability of district resources

Eighty-five percent (85%) of the elementary teachers reported that curriculum guides had been made available to them. This is an impressive figure given the fact that the newly-written guides were disseminated just before the evaluation questionnaires went out. Eighty-four percent (84%) of the elementary teachers reported that curriculum abstracts had been made available. Fewer teachers (68%) reported that skills guides had been made available. The larger percentage of uncertain responses (15%) indicates a lesser degree of familiarity with this resource.

Usefulness of district resources

Seventy-four percent (74%) of the elementary teachers reported that the curriculum guides were "helpful" (53%) or "very helpful" (21%), again an impressive result in view of the recent dissemination of the guides. Sixty-nine percent (69%) called the curriculum abstracts "helpful" (57%) or "very helpful" (12%) and 60% reported that the skills guides were "helpful" (48%) or "very helpful" (12%). These results are impressive when one considers that around 15% of the teachers had not seen the curriculum guides and abstracts and that only 68% were familiar with the skills guides.

Most elementary teachers, therefore, rated the relevant district material as helpful or very helpful. Of those who rated the materials favorably, approximately three-quarters rated them "helpful" rather than "very helpful". Apparently, teachers use the guides and find them valuable, but do not see them as the most important resource. As has been demonstrated, textbooks seem to have more impact than the district materials. Still, the evaluation results endorse the quality and usefulness of the district materials available to elementary teachers.

Middle School Teacher Responses

Availability of District Resources

High percentages of middle school teachers reported that curriculum abstracts (85%), skills guides (75%), and curriculum guides (93%) had been made available to them. As with elementary teachers, fewer middle school teachers reported that the skills guides had been made available to them.

Usefulness of District Resources

Sixty-six percent (66%) of the middle school teachers rated the curriculum abstracts as "very helpful" (14%) or "helpful" (52%). Eighty-three percent (83%) called the curriculum guides "very helpful" (26%) or "helpful" (57%). And 66% rated the skills guides "very helpful" (14%) or "helpful" (52%). As with elementary teachers, middle school teachers generally held positive opinions of the district resources.

High School Teacher Responses

Availability of District Resources

Seventy-seven percent (77%) of the high school teachers reported that the district high school course descriptions had made available to them, as compared with 69% for the skills guide, and 71% for the curriculum guides. These percentages, though high, were in general smaller than corresponding figures for elementary and middle school teachers.

Usefulness of District Resources

Fifty-one percent (51%) of the high school teachers rated the curriculum guides "very helpful" (5%) or "helpful" (46%). Fifty-nine percent (59%) rated the skills guide "very helpful" (6%) or "helpful" (53%), and 56% rated the high school course descriptions "very helpful" (10%) or "helpful" (46%). Although the ratings are in general positive, high school teachers saw the curriculum resources as being less helpful than did teachers at other levels.

SUMMARY

District curriculum resources are found to be available and useful by teachers at all levels. It appears that the district has effectively created useful curriculum materials and effectively disseminated them to the schools.

II. H. HOW EFFECTIVELY DOES THE APS SOCIAL STUDIES PROGRAM EMPHASIZE CONTENT AND SKILLS THAT ARE IDENTIFIED AS IMPORTANT BY STUDENTS, PARENTS, TEACHERS, ADMINISTRATORS, AND SOCIAL STUDIES EXPERTS?

It has been noted previously that differences of opinion exist in APS and among social studies experts concerning what social studies content and skills students should learn. Literally hundreds of social studies-related facts, concepts, courses, viewpoints, philosophies, and themes have been identified as essential. These topics and concepts include knowledge of the American heritage; critical thinking; decision making; the content of history, geography, psychology, sociology, anthropology, and political science; environmental awareness; ethics; values; career and vocational education; the history of various countries and regions; philosophy; world religions; physical and cultural geography of New Mexico; the United States; world history; ethnic studies; global awareness; American government and politics; economics; consumer education; law and the legal system; writing; reading; speaking; analytical skills; and using facts and data.

It is not possible for one program to address completely the myriad of topics, courses, and skills that are included under the general heading of social studies. Consequently, it is essential for program developers and teachers to select from all of the possible content that which is most essential.

Unfortunately, this is precisely the point at which the least agreement exists. Some parents may feel that learning about values should have a major place in the curriculum, while others may feel that values should be taught only in the home. Some teachers may believe that knowledge of history is the most important outcome of the program, while others may feel that current events or knowledge in the social sciences is crucial. In such circumstances, it is not possible to identify clearly and unequivocally what, in the views of educators, parents, and students, should and should not be taught in social studies.

The differing expectations for the social studies curriculum make it impossible to assess in detail the degree to which the social studies program emphasizes content and skills that are identified as important by the above-mentioned groups. It is possible, however, to assess in a general way the extent to which the program responds to important curricular themes.

It will be recalled that high school students, parents, teachers, administrators, and counselors were asked to identify the courses or programs that students should definitely take in elementary school, middle school, and high school. The responses varied widely, including many suggested courses and topics. The most commonly mentioned courses and programs were as follows.

Elementary school: the United States, other countries and cultures, self understanding, social and interpersonal skills, New Mexico, geography, using maps and globes, the family, the community, decision making, research skills, critical thinking.

Middle school: United States history, geography, New Mexico, civics and government, history of other countries and cultures.

High school: United States government, world history, geography, civics and government, and the social sciences.

In its overall design, the social studies curriculum in the Albuquerque Public Schools does emphasize the content and skills that are identified as important by parents, students, and school personnel. The elementary curriculum mandates coverage of the topics listed above and provides the basis for a comprehensive curriculum. At the middle school level, Roots of Our Heritage (6th grade), Area Studies in World Cultures (7th grade), and United States history (8th grade) include the themes and topics most frequently identified as important. At the high school level, the required program includes civics, a world concept course, and United States history. These courses are widely viewed as the most fundamental social studies courses by educators and parents, according to questionnaire responses. In addition, most high schools offer a range of electives in the social sciences.

The fact that the social studies program is widely considered to be comprehensive is further confirmed by the responses to the following item from the evaluation questionnaire: "Are there any K-12 social studies courses or programs that should be offered in APS or in your school that are not currently offered? If 'yes', please list them." The percentage of "yes" responses is reported below for each group surveyed.

FIGURE II. 8. RESPONSES TO THE QUESTION: "ARE THERE ANY K-12 SOCIAL STUDIES COURSES OR PROGRAMS THAT SHOULD BE OFFERED IN APS OR IN YOUR SCHOOL THAT ARE NOT CURRENTLY OFFERED?"

RESPONDENTS	PERCENTAGE OF "YES" RESPONSES
Elementary Teachers	10%
Middle School Teachers	16%
High School Teachers	47%
Elementary Administrators	12%
Middle School Administrators	21%
High School Administrators	27%
Elementary Counselors	21%
Middle School Counselors	38%
High School Counselors	27%
High School Students	15%
Parents	22%

With the exception of high school teachers, counselors, and administrators, as well as middle school counselors, a large majority of respondents felt that sufficient courses were offered in the district or in their schools. At the high school level, it was suggested by some respondents that the following courses be added: economics, government or political science, and New Mexico history, government or geography. Those counselors and administrators who saw the need for additional courses also most commonly mentioned government, economics, and New Mexico. It is important to note that although these courses are not offered at some high schools, they are offered at others.

With a few exceptions, the infrequency of suggestions for additional courses indicates that the social studies program is generally felt to be comprehensive enough in scope. This impression is confirmed by one more set of data. All groups were asked to identify changes that they would like to make in the K-12 social studies program. As one might expect, the range of suggestions was wide, including proposals for changes in the curriculum, in requirements, in teaching methods, and in textbooks and materials.

Despite the large number of suggestions for changes in the social studies program, specific courses that needed to be added or deleted were rarely mentioned. When this trend is noted along with the small number of suggestions for courses that needed to be added, it seems to indicate a basic satisfaction with the range of courses offered in the APS social studies program. At any rate, changes in the range of courses offered do not seem to be the highest priority for most respondents.

All in all, then, the range of courses at elementary school, middle school, and high school appears to correspond to the priorities identified by APS educators, parents, and students. With the possible exception of the need for an economics course and an American government course at some high schools, the social studies program apparently generally emphasizes the content and skills that are identified as important by students, parents, teachers, and administrators.

II. I. WHAT ARE THE RATIONALES BEHIND THE REQUIRED SOCIAL STUDIES PROGRAM AND THE ELECTIVE SOCIAL STUDIES PROGRAM?

The Rationale Behind the Required Social Studies Program

ELEMENTARY SCHOOL

At the elementary school level, the required social studies program is comprised of the following major emphases:

Kindergarten	-	Self-Identity
First Grade	-	The Family
Second Grade	-	The Neighborhood
Third Grade	-	The Community
Fourth Grade	-	World Geography and the Study of New Mexico
Fifth Grade	-	United States History

The elementary school required social studies program is designed to introduce students to social studies and to provide a sound foundation for future learning, by:

- Introducing students to fundamental social studies topics, concepts, and skills.
- Helping students understand and appreciate their roles in society.
- Introducing students to major social institutions.
- Familiarizing students with the major social studies disciplines: history, geography, anthropology, psychology, sociology, law, and civics and government.
- Introducing students to the role of rules and laws in society.
- Teaching students how to interpret and analyze books, periodicials, maps and globes, charts, and diagrams.
- Encouraging students' personal development by teaching about decision making, career awareness, values, and self understanding.
- Teaching students such fundamental social studies skills as research skills, analytical skills, problem solving, reading, writing, and communication skills.

The APS elementary school social studies program takes into consideration the cognitive and social development of students at the various grade levels. In the early grade levels, when children are oriented toward the self and the immediate social surroundings, the elementary program emphasizes self-identity, the family, friends, and the community. At later grade levels, when children's awareness of the world is expanding, students study the state and country in which they live as well as other countries and cultures throughout the world.

After completing six years of elementary school social studies in APS, the student has acquired an understanding of himself or herself and the larger social groups of which he or she is a member: family, community, state, nation, region, and world. In addition, the student has been introduced to fundamental social studies disciplines and the content and skills which are included in these disciplines.

MIDDLE SCHOOL

At the middle school level, students are required to take three full-year social studies courses:

Sixth Grade	-	Roots Of Our Heritage
Seventh Grade	-	Area Studies in World Cultures
Eighth Grade	-	United States History

Roots of Our Heritage focuses on the nature and sources of present institutions and values. Beginning with ancient civilizations and continuing through Greek and Roman civilizations — with options to include medieval western civilization — the course emphasizes the social, political, economic, religious, and philosophical roots of western civilization. A unit in physical geography is also included.

Area Studies in World Cultures teaches about similarities and differences in patterns of living among people of different cultures. Using a common framework of cultural components that occur universally in human societies, students study a variety of modern cultures. In addition to the emphasis on cultures, the geography of each area is explored.

United States History is a chronological survey of American history, with special focus on the colonial period, the Constitution, and the modern period.

The required program at the middle school level addresses many of the social studies themes that are generally considered fundamental:

- Knowledge and appreciation of world cultures.
- Understanding of history.
- Understanding and appreciation of American history, values, and traditions.
- Geography
- New Mexico
- The United States Constitution
- Such skills as map reading, analytical skills, reading, writing, and research.
- The concept of global interdependence.
- The concepts of culture, cultural adaptation, and cultural diversity.

Confirmation of the correspondence of the middle school program to the priorities of APS educators, students, and parents is provided through results of this evaluation. When educators, students, and parents were asked to identify the social studies courses which should definitely be taken in middle school, the most frequent responses were: United States History, World History, World Cultures, American Government and Civics, Geography, and New Mexico. Furthermore, it must be recalled that the social studies goals that were most frequently considered most important in APS were teaching students about American values and institutions and teaching students about the histories, traditions, and values of countries and cultures throughout the world. Both of these goals are directly addressed by the APS middle school social studies program.

In addition, the APS middle school program corresponds closely to the prevalent program at the national level. In 1982, researchers at the Social Science Education Consortium found that at the national level, the prevalent pattern of social studies courses was:

Grade 6	-	World Cultures
Grade 7	-	World Geography or History
Grade 8	-	United States History

Although the APS middle school social studies program varies slightly from this pattern, it — like the national pattern — emphasizes other cultures at the sixth and seventh grade levels, and United States history and institutions at the eighth grade level.

HIGH SCHOOL

At the high school level, three courses are required for graduation:

Civics - One-half year
United States History - One Year
World Concept Course - One Year

Civics introduces students to the American systems of government and looks at ways in which students can influence the decision-making process. It shows students the structure of their legal system and stresses the role of citizens within a system of law that gives individuals rights and requires individual action. It asks students to look at the complex economic system that affects them daily and to confront that economic system as informed consumers.

Civics plays a central role in teaching students about American political and economic institutions and values. It prepares students for citizenship by:

- Fostering understanding of the structures and functions of government.
- Inculcating American civic, social, and cultural values.
- Encouraging participation in the political system and in the society.
- Promoting an understanding of the American economic system and the individual's role in that system.
- Helping students understand democracy.
- Teaching students about the significance of law in American society and about the American legal system.
- Teaching students concerning citizenship rights and responsibilities.
- Teaching students about fundamental political values, such as individual rights, civic responsibility, and justice.

In the Albuquerque Public Schools, as well as nationally, civics is considered to be one of the fundamental social studies subjects. At the national level, civics and American government are almost universally required at the state level. In the Albuquerque Public Schools, civics and government were mentioned as essential social studies courses more frequently than any other courses except United States History and World History. In addition, civics is directly related to the goal that was generally considered to be most important in APS social studies: teaching students to understand and appreciate American values, institutions, and ways of life.

United States History is a general survey course which traces the development of the United States from the time of early settlement to present-day society. It moves chronologically through the American experience with the "living Constitution" as a recurring theme and with particular emphasis on the post-Civil War period. The course attempts to explain how, in the process of change and development, the American people have used their intelligence and skills to establish political, economic, and social systems that have enabled them to adapt and survive in the environment of North America.

United States History plays a central role in teaching students to understand and appreciate American values, traditions, and institutions, and their development throughout history. It provides a historical perspective on contemporary American life and helps students understand the relationship between the United States and the rest of the world.

United States History is perceived locally and nationally to be a fundamental component of social studies programs. At the national level, United States History is required for

high school graduation by every state. At the local level, United States History was identified by educators, students, and parents as an essential course more often than any other social studies course. In addition, United States History is directly related to the social studies goal that is generally considered by APS educators, parents, and students as the most important goal: promoting understanding and appreciation of American values, institutions, and ways of life.

A world concept course is a required survey course offered at the tenth, eleventh, or twelfth grade levels. It may encompass a total world survey, an era survey, or an area survey, and it may be organized topically or thematically. The world concept courses include the concepts of historical and cultural developoment, political and economic systems, social structures, and geographic regions.

The following courses fulfill the world concept requirement: World History, Western Civilization, World Humanities, Eastern Civilization, World Issues, World Geography, and Anthropology.

The purpose of the world concept course is to ensure that students gain understanding and perspective concerning other cultures and traditions throughout the world. This general goal may be accomplished through a wide variety of individual courses which embody the philosophies and methods of specific social studies disciplines. One avenue for inculcating an understanding of other cultures is to concentrate upon the historical development of the world. This approach is embodied in World History. A second approach — which is embodied in the World Issues course — is to study contemporary issues in a historical context. A third approach is to study human physical characteristics, languages, and cultures throughout history. This approach is the one taken in Anthropology.

The crucial importance of the world-wide cultural and historical awareness fostered by the world concept course is widely recognized. At the national level, world concepts courses are an integral component of virtually every social studies program. According to research of the Social Science Education Consortium, for example, world cultures and world history are both widely prevalent nationally at the high school level.

In addition, in this evaluation, students, parents, and educators more frequently designated world concepts courses as essential courses than any other social studies courses except United States History. The broad consensus at the national and local levels concerning the fundamental importance of world concepts courses underscores the central role which a perspective on world history and world events plays in the education of students. Furthermore, it must be recalled that the world concept course corresponds to the social studies goal that APS students, parents, and educators considered second in importance: helping students understand the histories, traditions, and values of countries and cultures throughout the world.

The required social studies program at the high school level thus represents three social studies fields that, by national and local consensus, as well as by historical precedent, are considered to be the fundamental components of a sound and complete high school social studies program. The three courses, taken together, provide students with an understanding of their historical and cultural heritages, an understanding of the values and institutions of their society, an appreciation of the traditions and histories of other countries and cultures, and perspective on current world and national events.

THE RATIONALE BEHIND THE HIGH SCHOOL ELECTIVE SOCIAL STUDIES PROGRAM

The following social studies electives are offered at one or more APS high schools: Geography, Southwest History, Ethnic Studies, Sociology, Economics, Government, Social Psychology, and Law.

The social studies elective program is designed to provide students with opportunities for broadening and extending their social studies background above and beyond the required program.

Strong rationales exist for offering the range of electives included in the APS social studies program. First of all, it is important to note that many of the APS electives are considered by many educators, students, and parents to be essential components of a complete social studies program. For example, when APS students, parents, and educators were asked to identify essential social studies courses, considerable numbers mentioned government, law, economics, sociology, and social psychology.

Furthermore, districts and social studies researchers nationally often regard many of the APS elective courses as essential. For example, some districts require students to take such courses as sociology and American Government. Some social studies curriculum developers believe that some of the APS social studies electives are so central that they propose designing entire programs around such disciplines as sociology, government, psychology, and economics. See, for example, Morrissett, Social Science in the Schools: A Search for Rationale (1971) or Gross and Allen, "Time for a National Effort to Develop the Social Studies Curriculum," Phi Delta Kappan, May, 1963.

Many of the courses in the elective social studies program in APS, then, are widely considered to be important components of social studies programs. It is clear that strong rationales exist for offering the programs as electives. A more difficult question is why some of the elective courses are not included in the required APS program. For example, a clear rationale exists for requiring an economics course, given the crucial role of economics in American and international life. Why are economics and other important courses not part of the required program at the high school level?

The answer to this question appears to be related to the historical origins and development of social studies programs, rather than to a clear vision of which high school social studies courses are essential for students to take.

Chronologically speaking, history, geography, and civics and government developed as central components of education far earlier than did the social science fields such as sociology, psychology, and economics. Whereas the study of history, geography, and political science trace their roots back to ancient Greece and Rome, social sciences such as sociology, psychology, economics, and anthropology emerged as recently as the eighteenth and nineteenth centuries. The corollary to this pattern of historical development is that the three disciplines which have been established for centuries tended to overshadow in school curricula those disciplines which are the product of more recent historical development.

Advocates of the recently developed social sciences have attempted to ensure for their disciplines a larger share of the social studies curriculum. In the 1960's, for example, one of the major thrusts of the "new social studies" reforms was the infusion of social science methods and content into the school curriculum (Barr, et al., 1977, p. 45). That this effort was generally only partially successful is evidenced by the persistence of the pattern of secondary social studies education that has predominated at the national

level since the 1916 NEA Commission on the Reorganization of Secondary Education. As the Social Science Education Consortium found in 1982, the secondary social studies curriculum is still dominated by history, geography, and civics and government.

It has been demonstrated that strong rationales exist for requiring the world concept course, American History, and Civics. However, convincing reasons also exist for requiring such courses as economics, American Government, Sociology, and psychology. The major distinction between such important electives and the currently required program in APS appears to be that history and government have been established in tradition more firmly than have the newer social science courses. In this respect, custom appears to have been influential at the expense of a clearly formulated plan for what courses should be required and what courses should be elective.

II. J. IN THE CONTEXT OF APS SOCIAL STUDIES, WHAT IS THE MEANING AND SIGNIFICANCE OF STANDARDIZATION? WHAT ARE THE ATTITUDES TOWARD CURRICULUM STANDARDIZATION? WHAT ARE THE ARGUMENTS FOR AND AGAINST STANDARDIZATION?

In recent years, the social studies program in the Albuquerque Public Schools has become increasingly standardized on a district-wide basis. As would be expected, the movement toward standardization has had varied impact and has apparently been viewed in a multitude of ways. The purposes of this section of the evaluation are:

- To clarify the meaning of curriculum standardization in terms of social studies.
- To assess the affects of standardization in social studies in the district.
- To summarize the attitudes toward the desirability of curriculum standardization in social studies.
- To summarize the arguments for and against standardization.

The Meaning of Standardization in APS Social Studies

What is the district trying to accomplish through curriculum standardization in social studies? Posing this apparently simple question to teachers, administrators, and counselors has yielded a multiplicity of answers. Elementary school, middle school, and high school teachers most frequently felt that the district is trying to provide internal consistency for the district's curriculum. That is, they felt that the district is trying to ensure that what is taught at one school is equivalent to what is taught at other schools. For example, standardization would require that fifth grade United States history would essentially be the same regardless of which teacher teaches the course or at which school. Other common responses included: The district is trying to make it easier for students to transfer from school to school within the district; the district is attempting to promote a high level of quality in all programs across the district; the district is trying to provide equal educational opportunity for students.

A small number of teachers at all levels perceived standardization negatively, for example as: an attempt to "make things easier for the administration"; an effort to ensure that social studies is accountable to the public; an attempt to impose an artificial and destructive uniformity, to "turn teachers and students into robots"; a method for imposing uniform textbooks on teachers across the district; a way of sacrificing individual school or teacher needs to the "system"; a response to the testing program; and a method of cutting expenses.

Administrators and counselors responded most often that the purpose of standardization was either program consistency and uniformity, ease of student transfer, equal educational opportunity, or ensuring a high level of quality for all programs. Unlike teachers, counselors and administrators expressed no negative definitions of standardization.

Although some disagreement exists in the district regarding the nature of standardization, the most common perceptions are that it is an attempt to ensure curricular consistency, ensure quality in the program, provide students with equal educational opportunities, or facilitate intra-district student transfers.

The Effects of Curriculum Standardization in APS Social Studies

Teachers, counselors, and administrators were asked to assess the impact of curriculum standardization in social studies. Only 28% of the elementary school teachers reported that standardization had affected what they "teach in social studies and/or how they teach it." Thirty-six percent (36%) of the middle school teachers and 39% of the high school teachers reported that standardization had affected their teaching.

By far the most common effects reported were that standardization had increased the following of district guidelines on the part of the teacher. In a few cases, teachers reported that standardization had led to new emphases in their classes, created time constraints in covering materials, limited their spontaneity and creativity, and limited flexibility in the selection of textbooks.

At the high school level, a few teachers felt that standardization had limited course offerings or in some cases had led to specific changes in course offerings or requirements, for example, the elimination of a course. In some cases, however, the changes mentioned had occured at the school level rather than at the district level (for example, requiring students to take world history in the senior year). It is worth remembering too that almost half of the high school teachers had responded that not enough courses were offered at their schools. It is possible that curriculum standardization may have inhibited the offering of some of these courses.

All in all, most teachers did not report that standardization has had a great impact. Of those who reported an impact, the responses were mixed as to whether standardization was a positive or negative phenomenon.

Administrators noted the impact of standardization more strongly than did teachers. Thirty-four percent (34%) of the elementary administrators reported that standardization had affected what was taught in social studies at their schools, compared with 38% at the middle school level, and 50% at the high school level. Few counselors reported effects of standardization at their schools.

The Desirability of Curriculum Standardization

Teachers, counselors, administrators, and parents at all levels were asked, "To what extent is the standardization of the district-wide social studies program desirable?" High school students were asked "Should every high school in APS offer the same social studies courses? Why or why not?"

By and large, teachers favored standardization, although to different degrees and with important exceptions. Sixty-one percent (61%) of the elementary teachers, 79% of the middle school teachers, and 71% of the high school teachers gave positive responses. However, wide variation in points of view concerning curriculum standardization existed. Although many stressed the desirability of curriculum standardization in terms of ensuring quality, consistency, equal educational opportunity, and convenience for students, the most common single response was that standardization is desirable as a foundation but should not be mechanical. Some objections to standardization were expressed, especially at the middle school and high school levels. These objections were mainly on the grounds that schools have different needs and characteristics that should be respected, that standardization ignores the characteristics and abilities of individual teachers, that standardization limits imagination and innovation, that standardization is not realistic, and that standardization could override other important educational priorities.

The vast majority of administrators and counselors at all levels saw curriculum standardization as desirable. Reasons cited again most often included that it ensures quality, provides equality of opportunity, and is convenient for students. As with teachers, some expressed the preference that standardization should not be mechanical.

Ninety-two percent (92%) of the parents who responded and 78% of the high school students who responded supported the standardization of the social studies curriculum in the Albuquerque Public Schools. Parents and students provided the same rationales as did school staffs: more consistency, better quality, equal educational opportunity,

and convenience for students. Some respondents in both groups expressed the preference that standardization should provide some flexibility.

In general, all groups favored standardization of the district's social studies curriculum. It is important to note, however, that flexibility must be provided to individual teachers in order to allow for creativity and spontaneity. This is the position that has been taken by district-level administrators. According to Betty Skupaka, Associate Superintendent for Instruction, and Jean Craven, District Curriculum Coordinator for Social Studies, APS wishes to provide needed direction for social studies and insist upon high standards of quality across the district. The district does not intend, however, to dictate every detail to be taught in social studies. Such decisions are left to the individual classroom teacher.

Arguments For and Against Standardization

The arguments for and against standardization can be summarized as follows. Standardization has the potential for ensuring quality, providing equal educational opportunity, ensuring ease of student transfer, and ensuring consistency. However, if poorly implemented, standardization could limit teachers and ignore teacher needs and abilities, interfere with the capacities of individual schools to meet the needs of their student bodies, and inappropriately limit curriculum offerings.

Curriculum standardization in the APS social studies program is regarded generally as being highly desirable. However, as standardization proceeds, it is imperative that district administrators and teachers continue to keep in mind the need for flexibility and creativity within the context of a district program.

II. K. HOW RESPONSIVE IS THE SOCIAL STUDIES CURRICULUM TO CURRENT STUDENT NEEDS AND CURRENT SOCIETAL NEEDS?

The purpose of this section of the evaluation is to assess the extent to which the design of the APS social studies program — what is included and emphasized in the program — responds to the major needs of students and to the most important needs of society. This section includes a discussion of the design of the social studies program only: the extent to which relevant courses and subjects are included in the program. It does not include an evaluation of how effectively the social studies program contributes to the accomplishment of important social and cultural goals.

The discussion is focused on two major questions:

1. How responsive is the curriculum to general student and societal needs?
2. How responsive is the social studies curriculum to the needs of students with varying abilities?

1. The Responsiveness of the APS Social Studies Curriculum to General Student and Societal Needs.

Social studies plays a dual role. It contributes to the development and welfare of the individual student, while it also ensures that essential social, political, intellectual, and cultural values are transmitted to a new generation. The fundamental question, therefore, is: what social studies knowledge, skills, and attitudes do students need to acquire in order that they will be prepared to assume their roles as citizens, as contributing members of the economic, political and social systems?

The responsiveness of the program will be assessed in terms of a number of clearly defined and focused questions. As summarized by the National Council for the Social Studies, the four fundamental components of a comprehensive social studies curriculum are knowledge, skills, democratic attitudes, and participation.

The social studies curriculum should provide a knowledge base for students. This knowledge base should "help students understand human affairs and the human condition. Knowledge provides a basis for values and beliefs, and it is the vehicle for the development of skills." (NCSS Preliminary Scope and Sequence Report, 1984, p. 251). According to NCSS, the following areas of knowledge need to be included in any responsive and comprehensive social studies program: history, geography, government, law, economics, anthropology, sociology, psychology, the humanities, and science as it relates to human culture, relationships, and historical development.

The social studies curriculum should teach students democratic values and beliefs that are incorporated in the Declaration of Independence, and the Constitution. These include respect for the individual, belief in the value of law, and commitment to fairness and equal opportunity. According to the National Council for the Social Studies, such ideas should be "analyzed as they relate to the topics studied and to current affairs. They should also be modeled by teachers in their classrooms and reflected in the school's daily operations." (NCSS, 1984, p. 251).

Social studies programs should promote skills development on the part of students. A skill is defined as "the ability to do something proficiently in repeated performances. Skills are processes that enable students to link knowledge with beliefs that lead to action." (NCSS, 1984, p. 252). Some of the essential social studies skills are: reading skills, study skills, intellectual skills, decision making skills, personal skills, social and political participation skills, and group interaction skills.

Finally, according to the National Council for the Social Studies, social studies should foster in students the will to participate in the social, political, and economic systems. As the NCSS points out, "democracy thrives on citizen involvement and constructive social criticism; therefore, social studies should leave students with a feeling of responsibility to involve themselves in social, civic, and political affairs." (NCSS, 1984, p. 252).

Coverage of the Four Components by the APS Social Studies Curriculum

Knowledge

With the possible exceptions of economics and American government and law, which are not offered at all high schools, the social studies program in APS appears to be comprehensive enough so as to provide students with a solid foundation in knowledge. Although not all students avail themselves of the opportunities, a student can, if he or she so chooses, graduate from APS with a background in the fundamental social studies subjects and topics, including United States and world history, geography, psychology, sociology, anthropology, and civics.

Democratic Beliefs and Values

The main formal vehicles for instruction regarding democratic beliefs and values in APS social studies are:

- Elementary school social studies, wherein students learn about participation, respect, tolerance, freedom of expression, responsibility, and appreciation of American values and heritage.

- Eighth grade United States history, in which students learn about American governmental and social institutions in their historical development.
- High school civics, in which students learn about the political, legal, and governmental systems, including the following topics: structure and functions of government, democratic values, participation, consumer economics, and legal and political rights.
- High school United States history, in which students learn in more depth about the nature and devlopment of American institutions and values.
- The world concept course (including world history, world geography, anthropology, or world issues) which often includes discussion of democratic values and beliefs.

The APS social studies program therefore includes a large number of courses and subjects that address democratic beliefs and values.

Social Studies Skills

The APS social studies curriculum includes a comprehensive range of skills: use of data, problem solving and analytical skills, critical thinking skills, reading skills, listening skills, writing skills, and decision making skills, among others. These are reflected in the K-12 Skills Guide for social studies, in the social studies curriculum guides, and in the high school course outlines.

Participation

The APS social studies program encourages social and political participation by means of the following required courses and programs: the elementary school social studies program, especially 5th grade U.S. history; 8th grade U.S. history; high school civics; and high school U.S. history. Encouraging democratic participation is an explicit objective in each of these courses or programs, and may occur in other parts of the required or elective social studies curriculum as well. For example, the following courses may encourage participation in the social, political, or economic systems: economics, American government, sociology, and world history.

The responsiveness of the social studies curriculum to students with varying abilities

One issue involved in the responsiveness of the APS social studies curriculum to students with differing abilities is the extent to which a range of courses and programs is offered that is compatible with differing student needs. In order to address this question, responses to the following questionnaire item were analyzed according to student grade point averages: "Are there any social studies courses or subjects that you would have like to have taken in APS or in your school, but which were not available to you?"

It has been noted previously that 15% of the high school students surveyed responded that they would like to have taken a course that was not available to them. However, 25% of those students with grade point averages of "A-" or above responded "yes", and 32% of those students with grade point averages of "C" or below responded "yes". Thus, students in the top and bottom ranges of ability, as estimated by grade point averages, tended to express a need for additional social studies courses more frequently than did students in the middle ranges of ability.

The students with high grade averages tended to suggest a range of advanced or specialized courses, such as, Renaissance art and science, political science, advanced world history, Egyptian history, history of philosophy, and English history. Those students with lower grade averages tended to suggest such courses as street law, psychology, and geography.

Although the evidence is not conclusive, it does suggest that the APS students with lower and higher abilities have preferences for courses and programs that the APS social studies program is not currently offering.

A second issue related to the responsiveness of the curriculum to the varying needs of students is the accommodation of students with a wide variety of abilities, aptitudes, and interests. From the progressive educators of the 1920's and 1930's through the post-World War II reform efforts, the movement toward ethnic and sexual equity in the schools, the back to basics movements, and the recent reports of the national commissions on education, educators have concerned themselves with how to meet the needs of the extremely diverse American population of students.

Reduced to its essentials, the issue may be defined as follows. Given the fact that the academic abilities vary widely, how can the educational system adapt itself to the needs of the largest possible number of students and still ensure that all students are receiving the highest quality of education possible?

The first answer to this question historically was what we now call mixed ability classes. In other words, students with a broad range of abilities study together in the same classroom in the absence of any special pattern of grouping. Less able students learn along with the more able students, although different performance expectations could be held for and different materials used by different types of students.

A later but still relatively early development was the introduction of ability grouping. The rationale for homogeneous ability grouping is the belief that "a reduction of the range of student abilities in a given class allows better adaptation of instructional methods and materials, heightens interest level on the part of students, and foster more consistent rates of student progress in classes." Ability grouping has been the "predominant method of classroom and school organization from the turn of the century to the present" , enjoying a "heyday in the 1950's and early 1960's", and waning "with the civil rights movement in the 1960's." By the 1970's, however, "more than three quarters of the nation's public schools were again using ability grouping" (Froman, 1981, p. 2).

The avowed purpose of ability grouping is to meet the needs of all students by ensuring that they are taught in settings that are most conducive to their progress. However, as Froman points out in an extensive review of the literature on ability grouping over the past fifty years, the research undertaken from the 1920's to the 1980's does not support the belief that ability grouping is the most desirable arrangement for all students. Instead, as Froman points out:

1. "Only high ability groups show academic benefits in ability grouped classes." The only exception to this trend occurred in vocational education programs "which actively change instruction and materials to fit students needs."
2. "Ability grouping appears to have a damaging effect upon social and affective development."
3. "Ability grouping often results in de facto segregation by classes in otherwise integrated schools."
4. "Teachers in public schools do not appear to alter instructional techniques to fit the abilities of students in homogeneously grouped classes." Froman points out that although ability grouping is often seen as an instructional technique capable of accomplishing educational goals, it is actually only an institutional arrangement. He notes that when methods are effectively adapted to the needs of a homogeneous group, students may benefit.
5. "The clear majority of published literature is critical of the practice of ability grouping, either based upon empirical or philosophical arguments."

In the last year or two, the publication of national reports with their emphasis upon educational quality has again focused interest on the question of ability grouping. John Goodlad in A Place Called School, and Ernest Boyer in High School, for example, came out strongly against ability grouping. Goodlad (1983) points out the discrepancies in instructional quality from the "high" group to the "low" group and notes that the differences in curriculum, teaching methods, and classroom climate favor the high groups. Goodlad forcefully echoes a point made in the literature review, that ability grouping is often seen as the answer to student diversity in and of itself and is rarely accompanied by adaptations of teaching methods or materials.

How is the issue of meeting the needs of students of differing ability levels viewed in the context of APS social studies? To answer this question, the opinions of teachers, students, administrators, counselors, and high school students concerning the best methods of dealing with varying student abilities were ascertained by means of the following open-ended questions:

> "In social studies, what is currently done in your school to meet the needs of students with differing abilities? For example, are there special classes, special methods or materials, etc.?"
>
> "In social studies, what should be done to meet the needs of students with differing abilities?"

The responses to these questions reflect the multitude of adaptations that have been made to address the difficult issue of how to meet the needs of the widest possible range of students. At the elementary school level, ability grouping was reported by teachers infrequently. More common was the use of differentiated instructional methods, different materials, individual teacher adaptations, and individualization of instruction. Furthermore, elementary school teachers generally felt that not grouping by ability is appropriate.

This basic pattern also held for elementary counselors and administrators: ability grouping was reported and favored rarely. Counselors and administrators observed and supported such techniques as individualization, the use of varied materials and methods, and group activities.

At the middle school level, administrators, counselors and teachers noted the occurrence of social studies ability grouping at their schools frequently. Still, however, considerable variation existed. Some school personnel reported the use of different methods and materials, holding high expectations for all students, using Chapter I services, providing individual attention to students, the use of within-class grouping, tutoring, and individual teacher adaptations. A few middle school administrators felt that ability grouping had not worked at their schools or saw the need to discuss the issue further. All in all, ability grouping appears to be more prevalent in middle schools than in elementary schools, but it is still not the predominant pattern.

Middle school teachers, counselors, and administrators suggested a variety of alternatives for what should be done in social studies to help students with different abilities. Twenty-two percent (22%) of the middle school teachers who responded favored ability grouping, as compared with 26% of the counselors, and only 4% of the administrators. A wide variety of alternatives to ability grouping were suggested: variety of methods and/or materials, individualization, mixed ability classes, smaller classes, flexible scheduling, enriched programs, nothing, appropriate pacing and expectations, tutoring, ability grouping within classrooms, and creating student interest.

At the high school level, ability grouping was reported more frequently than at middle school and elementary school. In fact, ability grouping appears to exist at every school, although not in every class and program. Civics, for example, is usually not grouped by ability, nor are social studies electives. By and large, teachers, counselors, and administrators favor ability grouping in social studies, although some favor instead other methods already discussed: mixed ability classes, individualization, different teacher expectations, community involvement, honors programs, and smaller classes. About one-half of the high school students suggested some type of ability grouping as the most desirable arrangement. As with other groups, many other alternatives were also mentioned.

What conclusions can be drawn from the national research and local opinions regarding ability grouping? The results are contradictory and inconclusive. While national experts and research argue strongly against ability grouping, the practice is quite common in middle school and high school social studies programs in the Albuquerque Public Schools. In addition, particularly at the high schools, the practice is widely supported by school staffs and students. Apparently, a perceived or real need is addressed by ability grouping, especially at the high school level.

It is not possible to resolve the contradiction between what researchers recommend on the one hand and what actually occurs in APS on the other hand. It is very possible that the consideration of the problem is from two entirely different viewpoints: the viewpoint of research and theory and the standpoint of what seems to be most workable in the school. It is possible, however, to suggest some perspectives and guidelines as a beginning point. It has been pointed out in the research that ability grouping can work if special methods are utilized. If, at the school or district level, it is decided that the benefits of ability grouping justify its continuation, it would be wise for schools and teachers to examine the nature of the teaching methods used and the content taught in the ability-grouped classes. Are instructional methods and materials helping to solve or to perpetuate the problem of varying abilities? If, on the other hand, schools decide to eliminate ability grouping, the school needs to ask what provisions are being made in individual classrooms for students of varying abilities and backgrounds. The research and current state of practice suggests that the very act of making the commitment to quality and opportunity for all types of students may be more important than the specific instructional arrangements employed.

II. L. WHAT ARE THE RATIONALES BEHIND INDIVIDUAL SOCIAL STUDIES COURSES AND PROGRAMS

The Rationale Behind the Elementary School Social Studies Program

The major emphases of the APS elementary school social studies program are as follows:

Kindergarten	-	Self identity
1st grade	-	The family
2nd grade	-	The neighboorhood
3rd grade	-	The community
4th grade	-	World geography and the study of New Mexico
5th grade	-	U.S. history

The elementary social studies program follows the traditional "expanding horizons" approach, which is based on the developmental characteristics of children. In the early primary years, when the child is egocentric, unable to understand the abstractions of history, and dependent on concrete, firsthand experiences, the content is centered on the child, the family, and the neighborhood. As the child becomes able to understand the viewpoints of others, and can handle more of the abstract concepts in history and symbols of geography, the content is expanded to include the community, the state, and United States, and places around the world. Because the K-5 program focuses on the child and the child's relationship with the surrounding environment, an emphasis on personal development is apparent throughout elementary social studies.

This elementary social studies program is planned to lay a foundation for the content and skills which will be introduced in middle school and high school. In order that a broad foundation will be laid in a wide variety of social studies disciplines, seven strands of social studies content are covered at every elementary school grade level: government and law, economics and consumerism, sociology, social psychology, geography, history and anthropology. In addition, social studies skills are taught in elementary school. These include reading, writing and analyzing data.

The elementary program is designed to be developmental: the content and skills at each grade level build on those of the previous level. For example, students might learn the basic terminology of geography at one grade level and then in the next level learn to apply this terminology to specific geographic problems. Thus, students would use previous learning as a foundation for future learning.

The desired outcome of elementary social studies is not so much that a child has mastered a certain specific set of facts, but rather that he or she has acquired a basic foundation of social studies knowledge and skills. By the time a student has left elementary school he or she should have developed an understanding of people and how they live and work together; an appreciation for the possibilities of participating as a citizen in a democracy; and an awareness of the legend of the land behind the people and the history of the United States.

The Rationales Behind Individual Middle School Courses

Three social studies courses are required in middle school:

Grade 6 - Roots of Our Heritage
Grade 7 - Area Studies in World Culture
Grade 8 - American History

ROOTS OF OUR HERITAGE

Roots of Our Heritage is a one year required course taken in the sixth grade.

Course Description

Roots of Our Heritage focuses on the nature and society of present institutions and values in our society. Beginning with ancient civilizations and continuing through Greek and Roman civilizations, with options to include medieval western civilizations, the course emphasizes the social, political, economic, religious and philosophical roots of western civilization. A separate unit in physical geography is a required component of the course.

Major Themes

- The development and diffusion of western civilization
- Development of democratic ideas
- The nature and development of political, social, and economic institutions
- How geography affected the development of humanity
- New Mexico history and culture
- Knowledge of the past as a way of understanding the present
- Appreciation of the contributions of various civilizations to human progress
- New Mexico as a blending of cultures

Skills

The following are some of the social studies skills that are incorporated into Roots of Our Heritage:

Map reading and geography skills; vocabulary and reading skills; note taking; study skills; research skills; oral and written communication; analysis of data; following directions; and working with other students.

Rationale

Roots of Our Heritage is important because it:

- Helps students gain perspective on contemporary culture.
- Provides background and preparation for high school social studies.
- Develops fundamental social studies skills as a foundation for future learning.
- Introduces students to fundamental themes and events in western civilization.
- Helps students recognize the contribution of ancient and medieval culture to the modern world.

AREA STUDIES IN WORLD CULTURES

Area Studies in World Cultures is a one year required course taken in seventh grade.

Course Description

The focus of Area Studies in World Cultures is upon learning about similarities and differences in patterns of living among people of different cultures. Using a common framework of cultural components that occur universally in human societies, students study a variety of modern cultures. In addition to the emphasis on culture, the geography of each area is explored and principles of physical geography are reinforced.

Major Themes

- Understanding of various cultures throughout the world
- The basic, common foundations behind all cultures
- Appreciating and respecting the diversity of customs and cultures
- History, cultures, and geography of New Mexico
- An understanding of physical geography
- Understanding how social systems function
- Global interdependence
- Understanding the relationship between culture and the physical environment
- Understanding how cultures and cultural values influence human behavior

Skills

The following are some of the social studies skills that are incorporated in Area Studies in World Cultures:

Using maps and globes; interpreting data; problem solving; creative thinking; reading and vocabulary skills; reference skills; oral and written communication; listening skills.

Rationale

Area Studies in World Cultures is important because it:

- Promotes understanding and appreciation of different cultures
- Provides a background to understanding the contemporary world and world events
- Fosters a sense of the interrelatedness of world cultures
- Provides a knowledge of New Mexico history and culture

UNITED STATES HISTORY

United States History is a one year required course taken in the eighth grade.

Course Description

United States History is a general survey course that is required at eighth grade. The course is organized chronologically, with special focus on the colonial period, the Constitution, and the modern period. The course stresses a biographical, anecdotal, and narrative approach. Students are expected to use the context of American history to strengthen skills in communication, geography, chronology, critical thinking, research, and group process work.

Major Themes

- ¶ Understanding and appreciating American traditions, institutions, and values
- ¶ Understanding the role of the United States in world affairs
- ¶ Understanding and appreciating democracy
- ¶ The ways in which American culture and institutions have changed throughout history
- ¶ An understanding of fundamental events and people in United States history
- ¶ An understanding of the Constitution

Skills

The following are some of the social studies skills that are incorporated in United States History:

Reading skills; using maps, charts, and globes; note taking and study skills; research skills; developing the ability to work with other people; writing; critical thinking; formulating hypothesis; oral and written communication.

Rationale

United States History is important because it:

- ¶ Teaches students about American history and values
- ¶ Prepares students for high school United States History
- ¶ Helps students understand contemporary American culture and history
- ¶ Promotes an understanding of democracy
- ¶ Provides background for the understanding of current events
- ¶ Prepares students for citizenship

STUDY SKILLS

Study skills is an elective social studies course taken in the sixth grade

Course Description

Study Skills teaches students how to find and use social studies resources, including maps and charts, magazines, and books.

Major Themes

- ¶ How to use the library
- ¶ How to read maps and globes
- ¶ How to read charts and diagrams

Rationale

This course is useful in teaching students social studies skills which they will need as a foundation for future learning.

The Rationales Behind Individual High School Courses

WORLD HISTORY

Note: The following courses are included under the heading of world history: World History Basic, World History Regular, World History Enriched, Western Civilization, and World Humanities. Although these courses vary, they all use the same general goals and objectives as guides. Western Civilization is a two-year course.

World History is a one-year course that is taken in the junior or senior years. It meets the world concept graduation requirement.

Course Description

World History is an overview of the entire history of humanity. It is studied from a consistent global viewpoint. It is the record of what people have thought, said, and done in building today's civilization. Civilization comes only when people live in cooperating groups; consequently the story of civilization must deal with group life. When a culture is studied, the following categories are applied: the environment, technology, organization (the family, political, economic, and religious organization) and patterns of achievement such as art, literature, recreation, and systems of values. The course relates the past to the present by analyzing present conditions and tracing their historical evolution through the ages.

Major Themes

- ¶ Appreciation for the diversity of cultures, customs, and values throughout the world.
- ¶ Understanding of patterns in history and the interrelationship of events.
- ¶ Knowledge of the historical background behind modern world events.
- ¶ Historically-based understanding of such values as freedom, pluralism, and nationalism.
- ¶ The understanding of our individual and collective identities in the context of religion, politics, art, music, and literature.
- ¶ Knowledge of the development of basic political, religious, and social institutions in western civilization and/or world civilizations.
- ¶ Obtaining a chronological overview of historical events.

Skills

Some of the social studies skills addressed in World History are:

Reading; writing; listening and observing; speaking; using and analyzing maps; reference skills; organizing, interpreting and evaluating information; research skills; group process skills (including using group problem solving skills); and learning to cope with change.

Rationale

World History is important for students to take because it:

- ¶ Gives students an understanding of their political, cultural, social, religious heritage from western civilizations and other civilizations.

- ¶ Helps students understand and appreciate the variety of cultures, traditions, and customs throughout the world.
- ¶ Teaches students about global interdependence.
- ¶ Helps students understand important current events in a historical background.
- ¶ Teaches students to appreciate how past events influence the present.
- ¶ Helps students understand the relationship between cause and effect in human affairs.

UNITED STATES HISTORY

Note: The following courses are included under the heading of United States History: United States History Basic; United States History Regular; United States History Enriched; American Humanities (an interdisciplinary course combining American history and American literature); Historia de los Estados Unidos Americanos (taught in Spanish); Research in United States History.

United States History is a required full-year course that may be taken in the junior or senior years.

Course Description

United States History is a general survey course which traces the development of the United States from the time of early settlement to present-day society. It moves chronologically through the American experience with the "living Constitution" as a recurring theme and with particular emphasis on the post-Civil War period. The course of study attempts to explain how, in the process of change and development, the American people have used their intelligence and skills to establish political, economic, and social systems that have enabled them to adapt and to survive in the environment of North America. The course is designed to help students undertand how Americans of previous generations have lived, have adapted to change, and have progressed. It provides students with a study through which they can analyze and understand their nation as it exists today and as it may exist in the years to come.

Major Themes

- ¶ Understanding and appreciation of American democratic values and ideals.
- ¶ Understanding of the American economic system and economic trends in history.
- ¶ Citizenship and citizenship responsibilities.
- ¶ The role of the United States in world affairs.
- ¶ The role of the various ethnic and cultural groups in United States history.
- ¶ An understanding of foreign policy and diplomacy in the United States.
- ¶ An understanding of United States history as a critical perspective for understanding the past and anticipating the future.
- ¶ Developing a sense of the continuity of American history.
- ¶ Understanding the geographic fators which have affected United States history.
- ¶ Learning the essential factual background of United States history.

Skills

The following are some of the social studies skills that are incorporated into United States history:

Critical thinking; analysis of maps and charts; research skills; memorization; using sources of information; social and group skills; note-taking; writing; reading; analysis; listening and observing; interpreting information.

Rationale

United States History is important because it:

- Helps students understand American ideas and institutions.
- Helps students understand contemporary America through study of America's past.
- Contribute to the development of good citizenship.
- Helps students make sound judgements regarding their future and the nation's future.

ECONOMICS

Economics is a one or two semester elective course that may be taken at grades 10, 11, or 12.

Course Description

Economics is a practical study of money and of how groups of people make choices to try to get what they need and want from their scarce or limited resources. The course defines the nature and function of the American market system and compares the market system to other economic systems. It identifies the role of the consumer in the market place and develops some practical methods for the consumer to participate and to survive in the economic society. It examines the government's economic activities and the part that labor plays in the economy. As students become more active as consumers and producers, they will have to choose what roles they will play in producing and consuming goods and services. Economics attempts to help students perform their economic roles intelligently and sensitively.

Major Themes

- The concept of scarcity: national and world resources are necessarily limited.
- Economic resources are allocated according to the values of the society.
- Economic change is constant and can have dramatic effects on individual and society.
- An understanding of how the American economic system works.

Skills

The following are some of the social studies skills that are incorporated in economics:

Reading skills; writing; listening and observing; speaking; understanding of measurement principles, for example, various statistics; learning how to assign priorities; research skills.

Rationale

Economics is important because the functioning of the economic system is critical to the well-being of individuals and society. It is impossible to understand critical issues facing this country and the world without at least a basic understanding of economics. In addition, economics teaches the student analytical skills that help the student understand data and concepts.

SOUTHWEST HISTORY

Southwest History is a one or two semester elective course which may be taken at grades 10, 11 and 12.

Course Description

Southwest History is the study of the unique characteristics of the southwest region of the United States, a region whose geography, climate, and people are very diverse and complex. This expansive land has provided a setting for the interaction of varied cultures: Native American, Spanish, and Anglo-American. The history tells the story of four centuries of religion, government, land, homes, arts, languages, literature, dress, music, and education. Many values and beliefs were blended as each culture accepted parts from the others. But each has managed to retain and continues to hold sacred some of its own beliefs, values and traditions.

Major Themes

- Understanding the physical features of the southwest.
- Understanding the political divisions of the southwest.
- Understanding the nature and role of ethnic and cultural groups in the southwest.
- Understanding the historical background to the contemporary southwest.

Skills

Some of the social studies skills taught in southwest history are:

Understanding chronology; reading maps, graphs, and charts, research skills; speaking and discussion skills; listening; writing; summarizing; interviewing; finding, organizing, evaluating, and interpreting information.

Rationale

Southwest History is important because it provides an understanding of the multi-cultural history and traditions of the southwest and helps students to better understand their state and region. This helps students understand and effectively function in the economic, political, and social systems in New Mexico.

AMERICAN GOVERNMENT

American Government is a one or two semester elective course that is offered to students at grades 10, 11 and 12.

Course Description

The need for control is basic to all human societies. The established way of controlling people is through government. In the United States order is preserved by written constitutions, local, state, and national laws, systems of courts, and the political system and political behavior. Some of the major topics studied in government are the organization of the federal system, the history of political parties, the mechanics of the voting process, and analysis of due process, the strategy of a political campaign, political decision-makers, and the exercise of power both official and unofficial.

Major Themes

- Knowledge and understanding of law and the legal system.
- The structures of functions of American government.
- Developing an understanding of basic concepts of the political, economic, and legal systems.
- Understanding of current issues relating to law and government.

- ¶ Encouraging students to participate in the American political process.
- ¶ Promoting justice and fairness.
- ¶ Helping students to make informed political decisions.

Skills

Some social studies skills taught in the course are: reading; writing; speaking; problem solving; observation; critical thinking; communication; understanding chronology; research skills; and finding, organizing, interpreting, and evaluating information.

Rationale

American Government is important because it helps students become knowledgeable members of society who are capable of functioning as responsible citizens. It provides education and awareness that are important to the maintenance of democracy.

POLITICAL THEORY AND SIMULATION

Political theory and simulation is a one-semester elective course open to juniors or seniors. It includes theories of government and revolutionary doctrines (anarchism, syndicalism, fascism and communism). For six weeks students participate in an international simulation game. Emphasis is placed on leadership and cooperation.

Major Themes

- ¶ The structures and functions of the United States government and European parliamentary systems.
- ¶ The historical basis for contemporary revolutionary doctrine.
- ¶ Some elements of macro-economics.

Skills

Some of the social studies skills addressed are:

Simulation; communication skills; analysis; cooperation; and note taking.

Rationale

Political Theory and Simulation is important in that it helps students extend their understanding of global concepts, government, and history. In addition, it gives students the opportunity to actively participate in simulated political situations.

WORLD CULTURES

World Cultures is a one year elective course.

Course Description

World Cultures studies facets of life in each culture area of the world. It is designed to be a basic-level course.

Major Themes

- ¶ Understanding of the components of cultures.
- ¶ Appreciation of the value of different cultures throughout the world.

- ¶ Understanding of the common problems faced by cultures throughout the world. Recognition that these problems are confronted in the context of varied circumstances.

Skills

Some important skills addressed in World Cultures are:

Reading skills; reading and using maps; writing skills; taking notes and organizing information.

Rationale

World Cultures is important because it encourages students to become aware of the characteristics and value of other cultures and lifestyles.

ETHNIC STUDIES

Ethnic Studies is a one or two semester elective course open to students in grade 10, 11 and 12.

Course Description

Ethnic groups are lined by common cultural ties such as national origin, language, religion, or customs. Ethnic Studies focuses on the cultures and histories of American ethnic groups such as Native Americans, Black Americans, and Hispanic Americans. The course deals with the role of American ethnic groups in the political, economic, and social history of the United States. It treats the common problems that ethnic groups have faced and evaluates the influence that they have had in seeking to achieve full participation in American life.

Major Themes

- ¶ Understanding of racial and cultural prejudice and its influences.
- ¶ Contributions of various ethnic groups to American life.
- ¶ The importance of toleration.
- ¶ Issues facing ethnic groups in America.

Skills

Skills addressed in Ethnic Studies include:

Writing; analysis of documents; map skills; working in groups; interpersonal communication skills; listening and observing; and reference skills.

Rationale

Ethnic studies is an important remedial course. It prepares students to handle United States History and World History and builds self-confidence.

CIVICS

Civics is a one-semester required course that is generally taken at the ninth grade level.

Course Description

Civics introduces students to the American systems of government and looks at ways which they can influence the decision-making process. It shows students the structure of their legal system and stresses the role of citizens within a system of law that gives individual rights and that requires individual action. It asks students to look at the complex economic system that affects them daily and to confront that economic system as informed consumers. Civics tries to equip the students for the society in which they must live and make choices.

Major Themes

- The structures and functions of American governmental systems.
- Citizenship rights and responsibilities.
- The structure and function of courts and the legal system.
- American economic systems and the role of the consumer.
- The importance of participation.
- The role of law.
- Principles of the Constitution.

Skills

Some important social studies skills taught in Civics are:

Reading; writing; critical thinking; group process skills; knowledge of terminology; and finding, using, and interpreting information.

Rationale

Civics is important because it helps to prepare students for citizenship responsibilities. It prepares them to function effectively in the American political, social, and economic systems. In addition, it encourages participation and active involvement.

WORLD ISSUES

World Issues is a semester or year course that meets the world concepts graduation requirement. It may be taken in the 10th, 11th, or 12th grade.

Course Description

World Issues explores some of the most perplexing problems or our time: among them, energy, war, international organization, terrorism, development of the third world countries, the environment, human rights, and arms limitation. Students will examine, in a responsible way, these issues confronting our nation as part of the global community. The course will allow the students to analyze the nature of conflict and methods of resolving or dealing with conflict.

Major Themes

- The basic concepts and philosophies which are the foundation for world events, for example, international organization and global interdependence.
- The role of the United States in world affairs.
- Awareness of the world community.
- Understanding political, economic, and cultural diversity.

Skills

Some of the following social studies skills are included in World Issues:

Analyzing events using principles and concepts; reading; evaluating; critical thinking; research skills; writing; and using information.

Rationale

World Issues is important because it teaches an understanding of issues, which, in an interdependent world, can affect vitually every aspect of our lives. It is especially useful for those students planning to pursue a career in occupations requiring a world outlook.

LAW

(Including the following courses: Criminal Law, Street Law, and You and the Law)

Law is a one or two semester elective course taken at grades 10, 11, or 12.

Course Description

Law is a practical study of the American legal system and its application in daily life. It is an inquiry into the nature and function of law at the national, state, and local levels of government. It is the study of how laws are used to guide the orderly function of society and to settle disputes. The course defines the role of law in the evolution of American society. Some of the major areas of study are: criminal law, civil law, juvenile law, freedom of expression, rights of persons suspected of crimes, and equality under the law.

Major Themes

- ¶ Constitutional guarantees of rights
- ¶ The operation of courts and the legal system
- ¶ Coping with legal problems
- ¶ Gaining access to the legal system

Skills

Some of the major skills addressed in Law include:

Reading skills; recognizing main ideas and supporting details; using sources of information; recognizing cause and effect; critical thinking; communication skills; and organization skills.

Rationale

Law is important because it helps students understand and cope with the legal system.

ANTHROPOLOGY

Anthropology is a one or two semester course that meets the world concept course graduation requirement. It may be taken at grades 10, 11, or 12.

Course Description

Anthropology is a behavioral science. A behavioral science is one which studies how people act and think. Anthropology is concerned with human beings past and present and the cultures in which they appear. It examines how people live in groups and how they have dealt with problems of family life, economic, social, and political organizations, technology, language, religion, and art. Physical anthropology is the study of heredity and the biological evolution of human beings. Cultural anthropology studies how cultures work. It seeks to find out how cultural development and culture change have influenced people's actions.

Major Themes

- Worldwide similarities and differences in race, language, religion, and culture.
- Ethnocentrism and its influence.
- Status and role in societies.
- Relationships between cultures and environments.
- Learning to use the methods of anthropology.
- Identifying political, economic, and social organizations in human groups.

Skills

Some of the social studies skills that are included in Anthropology are:

Research skills; critical thinking skills; drawing conclusions; criticizing sources; using logic; communication skills; evaluation skills; and geography skills.

Rationale

Anthropology is an important course because it can help eliminate ethnocentrism, lead to better understanding of one's self and one's culture, and increase students' knowledge concerning what it means to be a human being. It is also helpful in shedding light on problems in the United States and in foreign affairs.

SOCIAL PSYCHOLOGY

Social Psychology is a one or two semester elective course that may be taken at grades 10, 11, and 12.

Course Description

Social Psychology is a behavioral science. A behavioral science is one which studies how people act and think. It concerns itself with the way in which human beings behave in social groups, how they learn, and how their personalities are shaped. The course explores theories of learning, the role of conditioning in daily life, factors that determine intelligence, and the role of heredity and environment in the development of personality. It emphasizes how human beings develop roles in relation to the cultural expectations placed upon them. The methods of inquiry used in Social Psychology are: the survey, the case study, and the experiment.

Major Themes

- Understanding human behavior.
- Understanding the individual in terms of peers, the family, and society.
- Understanding the influence of the environment on human behavior.

- ¶ Understanding normal human growth and development.
- ¶ Learning about interpersonal relationships and communication.
- ¶ Appreciating differences in values.
- ¶ Understanding the scientific process and how it helps to explain human behavior.

Skills

Some important social studies skills taught in social psychology include:

Learning how to handle problems; social skills; recognizing and coping with stress; writing; analysis and organization; investigating hypotheses; interviewing people; and comparing data.

Rationale

Social Psychology is important in that it helps students learn about themselves and other people and helps them cope with personal and social requirements and demands.

SOCIOLOGY

Sociology is a one or two semester elective course offered at grades 10, 11, or 12.

Course Description

Sociology is a behavioral science. A behavioral science is one which studies how people act and think. Sociology is the study of the patterns of human group life. Sociologists look for ordered, recurring patterns of social life. The major concepts that are examined are: culture, socialization, groups, marriage and the family, social stratification, collective behavior, and social change. Once the students have a basic understanding of the structure and function of a society, they then deal with some of the problems facing society today. These problems include crime, the environment, terrorism, aging, poverty, and the population explosion.

Major Themes

- ¶ Differences and similarities in human groups and cultures.
- ¶ Survey of major sociological concepts.
- ¶ Understanding basic institutions of society, for example, the family.
- ¶ The vocabulary and principles of sociology.
- ¶ Social problems.

Skills

Some of the social studies skills taught in Sociology include:

Using scientific approaches to understanding people and society; acquring a familiarity with sociological terms and language; understanding other people; cooperating in group activities; reading; writing; and analytical skills.

Rationale

Sociology is important because it helps students understand and cope with society and social institutions.

WORLD GEOGRAPHY

World Geography is a semester course that meets the world concept graduation requirement. It may be taken at grades 10, 11, or 12.

Course Description

Geography is the study of the interaction of people with the Earth. It is the study of Earth's surface and of the resources found above, on, and below the surface. It is the study of how people use the Earth's resources. It is the study of how the environment affects the way people live and how people affect the environment. Physical geography studies the planet Earth and its place in the universe. Economic geography is the study of how people make a living from the Earth and its resources. Cultural geography studies the way people live in different environments. Political geography deals with the location of countries, states, and provinces and the boundary lines separating those governments. The geographic method is a way of organizing, recording, and explaining the relationships between human beings and the natural environment.

Major Themes

- ¶ Understanding the earth and its resources.
- ¶ Interaction of people with their environment.
- ¶ Analysis of contemporary problem areas in the world.
- ¶ The physical features of the earth and individual world regions.
- ¶ Conservation and ecology.
- ¶ Different solutions on the part of differing cultures to common problems
- ¶ Respect for other cultures and ideas.

Skills

Some of the social studies skills taught in World Geography are:

Reading and comprehending texts and materials; note-taking; using maps; research methods; writing; speaking; communication skills; and critical thinking.

Rationale

World Geography is important because it teaches students about global interdependence and it helps them understand the physical, cultural, political, and economic dimensions of the world in which they live.

EASTERN CIVILIZATIONS

Eastern Civilizations is a two-semester course which meets the world concept graduation requirement. It is taken in the junior or senior year.

Course Description

Eastern Civilization is a history of the major cultures of Asia. The study includes the civilization of western Asia, the Indian subcontinent, China and Japan. It is an examination of Eastern institutions, traditions, attitudes, beliefs, values, and technology. The course illustrates how Eastern societies fit into the whole of world history and how they interact with other cultures in the world. The course deals with the cause and effect relationships between Western influences and Asian societies.

Major Themes

- Understanding the cultural and religious ideologies of Eastern civilizations.
- Understanding the development of Eastern religion, institutions, values, and art.
- Understanding the effects of interaction between Eastern civilizations and other cultures.

Skills

Some of the social studies skills included in Eastern Civilizations are:

Reading; writing; listening; using and interpreting data and information; critical thinking; and understanding geographical concepts.

Rationale

Eastern Civilization provides a framework for understanding cultural foundations which have had major impact on history and upon contemporary thought and institutions. In addition, Eastern Civilization provides for a comparative analysis of western and eastern cultural values and traditions.

III. INSTRUCTIONAL METHODS AND MATERIALS IN THE APS SOCIAL STUDIES PROGRAM

INTRODUCTION

The content of a curriculum, whether expressed by means of lists of courses offered, charts delineating scope and sequence, curriculum abstracts and guides, catalogues of instructional objectives and goals, and course descriptions, is only one component of the program. Equally important are the types of instructional methods and strategies utilized by teachers.

This section of the social studies evaluation will concentrate upon the instructional materials and methods used in APS social studies. It will address such questions as:

- ¶ What types of materials and teaching methods are used in APS and with what frequency?
- ¶ How do teachers grade students?
- ¶ What are the backgrounds and qualifications of social studies teachers?
- ¶ What are the patterns in textbook use in APS social studies?
- ¶ What textbook adoption models would be most appropriate for the next adoption?

A. WHAT TYPES OF MATERIALS ARE USED IN APS SOCIAL STUDIES AND HOW ARE THEY USED?

In 1977, the National Science Foundation reported that "there has been relatively little research on the effectiveness of different types of curriculum materials, as distinct from other components of the instructional process such as teaching techniques and classroom climate." (Wiley, 1977, P. 194).

Instead of focusing on the effectiveness of different curriculum materials, research has emphasized the frequency of use of the various materials in social studies classes. From this research, the following findings have emerged:

1. Most social studies classroom time is devoted to using curriculum materials.
2. The commercial textbook is the most commonly used type of instructional material. "The dependence on textbooks increases at the higher grade levels."
3. Teacher-made worksheets are next in frequency of use.
4. Films and filmstrips are used by "quite a few teachers".
5. Records, audiotapes, videotapes, television, and computers are used infrequently.

Source: Project SPAN, Social Science Education Consortium, 1978.

The orientation of the social studies class toward the textbook has been a predominant theme in the research. For example, Ponder, Brandt, and Ebersole (1978) summarize findings of the National Science Foundation: "At all levels, the social studies curriculum is a textbook curriculum. Teachers use the textbook to organize their courses and students encounter the content of those courses primarily through textbook pages." Furthermore, Shaver, Davis, and Helburn, reflecting upon the same NSF report, point out that the textbook is "the basis for recitation, discussions, and for student testing." (Shaver, Davis, and Helburn, 1979, P. 6).

Social studies researchers have seen advantages and disadvantages to the reliance upon textbooks. Although some experts point to the possibility that over-reliance on textbooks may result in student passivity and an overemphasis on learning specific facts rather than concepts and skills, other authorities point out that textbooks "help teachers organize the various bodies of knowledge they teach" and provide "an accepted, concrete resource for student learning." (SPAN, p. 33).

One aspect that researchers have not addressed is the way in which a textbook is used. Clearly, textbooks may be used as a basis for questioning and inquiry that could lead to students' acquisition of high level cognitive skills. They may also be used for rote memorization and drill. Unfortunately little is known concerning the specific ways in which textbooks are actually used.

Instructional Materials in APS Social Studies

Elementary school, middle school, and high school teachers were given a list of materials and asked to estimate the frequency of use of each. The results are presented in Figures III. 1, III. 2, and III. 3.

FIGURE III. 1. FREQUENCY OF USE OF INSTRUCTIONAL MATERIALS: ELEMENTARY TEACHERS

Percentages represent the percentage of teachers who reported each level of use. Figures may not add up to 100% due to rounding off.

Material	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Duplicated Handouts or Worksheets	6%	28%	32%	21%	12%
Textbooks	25%	45%	15%	6%	8%
Maps or Globes	18%	46%	24%	9%	2%
Supplementary Books	9%	39%	29%	15%	7%
Films, Filmstrips, or Slides	5%	40%	34%	18%	3%
Newspapers, Magazines	10%	37%	29%	17%	6%
Television, Videotape	5%	26%	30%	25%	14%
Workbooks	3%	17%	12%	11%	57%
Records or Tape Recordings	1%	12%	24%	33%	29%
APS Radio Broadcasts	1%	5%	5%	14%	74%
Television Broadcasts Over KNME	2%	8%	9%	18%	63%
Teacher Made Kits, Learning Centers	12%	29%	25%	17%	17%

FIGURE III. 2. FREQUENCY OF USE OF INSTRUCTIONAL MATERIALS: MIDDLE SCHOOL TEACHERS

Figures may not add up to 100% due to rounding off.

Material	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Textbooks	63%	29%	5%	1%	3%
Duplicated Handouts, Worksheets	28%	50%	13%	7%	2%
Maps and Globes	22%	61%	12%	4%	2%
Supplementary Books	11%	33%	40%	14%	3%
Films, Filmstrips, and Slides	1%	43%	42%	12%	2%
Newspapers, Magazines	4%	31%	30%	30%	5%
Television, Videotape	1%	16%	39%	35%	8%
Workbooks	3%	14%	16%	13%	53%
Records, Tapes	2%	8%	28%	33%	29%
Teacher-Made Kits, Learning Centers	5%	14%	17%	30%	33%

FIGURE III. 3. FREQUENCY OF USE OF INSTRUCTIONAL MATERIALS: HIGH SCHOOL TEACHERS

Figures may not add up to 100% due to rounding off.

Material	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Textbooks	55%	36%	5%	2%	1%
Duplicated Handouts, Worksheets	13%	58%	19%	7%	2%
Maps and Globes	28%	36%	23%	9%	3%
Supplementary Books	10%	23%	40%	21%	5%
Films, Filmstrips, Slides	1%	45%	39%	10%	4%
Newspapers, Magazines	6%	33%	31%	24%	5%
Television, Videotapes	1%	22%	42%	25%	9%
Workbooks	1%	16%	10%	13%	59%
Records, Tapes	1%	6%	22%	38%	33%
Teacher-Made Kits, Learning Centers	2%	12%	13%	25%	47%

From these results, it may be inferred that a large amount of time in social studies classes in the Albuquerque Public Schools is devoted to the use of instructional materials in general. This is clear from the large percentage of teachers who use one or more materials "just about daily".

The textbook is the most commonly used material at all levels in APS. Except at the elementary school level, use of the textbook far outdistances the use of any other materials. At the elementary level, teachers reported using the textbook less frequently. They also reported using other methods less frequently as well. One explanation for this may be the relative infrequency of social studies instruction at the elementary school level. In a program where social studies is taught just less than two hours per week, it would be expected that instructional materials of all types would be used with less frequency.

In spite of the frequency of textbook use, a wide variety of other materials are used at all levels. The other most commonly utilized materials are handouts and worksheets; films, filmstrips and slides; maps and globes; supplementary books; newspapers and magazines; and television and videotapes. At the elementary level, teacher made kits are commonly used. The overall pattern of materials use in APS is very similar to that reported by the National Science Foundation in 1977 at the national level. One difference does exist between what was found by the National Science Foundation and results of the present evaluation. The main divergence is in the wider use of television and videotapes in the Albuquerque Public Schools. This difference may be due to the continued expansion of classroom equipment and technology in APS since 1977.

In order that the pattern of use of materials can be compared to student preferences, high school students were asked to express their opinions concerning the materials they use in social studies via the following question: "Which types of social studies instructional materials (for example, textbooks, maps, filmstrips, newspapers or magazines) do you prefer using in class? Why?"

Two hundred ninety-one (291)of the 568 students (51%) surveyed listed films, filmstrips, videotapes, or slides. The reason most frequently cited for this preference was that these materials were interesting and vivid and made the subject seem "real" and alive. A typical comment was "I like films and filmstrips because they make you feel like you're there."

The next strongest preference is for maps, globes, and charts—listed by 208 students (37%). Again, the reasons listed tended to emphasize the concreteness of the materials and their ability to help students visualize what they are studying.

The use of textbooks is also favored: textbooks were listed by 200 students (35%). The students who preferred textbooks enjoyed the concreteness of the textbooks and the fact that textbooks serve as a guide to the course and clarify expectations. In addition, textbooks apparently enable students to exert some "ownership" and control over the subject. They can study and use the textbook when they wish and in the manner they wish. Apparently, students appreciate having the structure of a textbook in their social studies classes.

A smaller but still considerable number of high school students listed newspapers and magazines. Students appreciated the way in which these resources made the subject seem vivid. Forty-four students were "eclectics", preferring all materials, and other students listed a variety of materials, including worksheets (9) and supplementary books (3). A few students mentioned that they disliked filmstrips (5), textbooks (8), or newspapers and magazines (2).

According to the data collected in this evaluation, textbooks are the most widely used instructional material in APS social studies. Why is this the case? Is the predominance of the textbook desirable or undesirable?

Teachers at the evaluation conference pointed out many reasons why textbooks are widely used in APS. Textbooks are traditional: they have been widely used for many years and this use has brought acceptance and credibility from teachers, students, and parents. Textbooks also provide a general foundation for a course and a common denominator for all social studies programs. They are probably the closest thing to a school, district, and even national curriculum. In addition, in this era of standardization and accountability, textbooks are one of the accepted accountability tools.

Related to these issues, teachers also pointed out that textbooks provide equal opportunity for students to learn. If teachers use textbooks to which all students have access, no students can be deprived because they don't have access to supplementary books or materials. Finally, reliance upon textbooks appears to be a widespread expectation among students, parents, teachers, and administrators. Parents, for example, frequently expect a textbook to be used so that they can follow a student's progress and familiarize themselves with the content of social studies classes. As one group of teachers said at the evaluation conference: "Parents and students demand a textbook."

From many standpoints, then, textbook usage is desirable. Many social studies experts, however, have criticized the over reliance on textbooks, especially when such reliance inhibits teachers from involving students actively in learning via other more active methods and materials, for example, discussion and role playing. In this connection, the question of how textbooks are used becomes important.

As has been stated earlier, textbooks can be used as effective instructional tools. Unfortunately, in APS as in the nation as a whole, it is not known precisely how textbooks are used.

Teachers at the evaluation conference, after reviewing the evidence and comparing it with their perspectives, generally felt that the APS social studies program is a textbook-oriented program. However, they did not believe that this is a problem. Rather, they typically felt that the textbook is a positive foundation for the curriculum and that it does not inhibit quality teaching.

However, in the final analysis, it is not possible to determine definitively the actual use to which textbooks are put or their impact on the program. Rather, it is most appropriate to recommend that teachers reflect upon their individual use of textbooks, including a consideration of the advantages and potential uses of textbooks as well as possible disadvantages and dysfunctions. Such reflection could only encourage the wise use of an instructional tool which has the potential for both use and misuse.

III. B. HOW ADEQUATE, IN TERMS OF QUANTITY AND QUALITY, ARE THE MATERIALS USED IN THE SOCIAL STUDIES PROGRAM?

Napoleon once said that an army marches on its stomach. It could also be said that a teacher is highly dependent upon the amount and quality of materials and resources which he or she commands. It is obvious that without quality textbooks and supplementary materials such as books, maps, charts, films, and equipment, a teacher's ability to teach can be severely inhibited. Conversely, a teacher who has access to adequate supplies will likely be able to perform his or her role more effectively.

Two fundamental questions must be addressed:

1. Do the teacher and the class have enough materials in terms of <u>quantity</u>, i.e., does every student have a textbook, if needed, and does the teacher have enough workbooks, maps, and films?
2. Are the materials of the highest possible <u>quality</u>? Are they accurate, up to date, and in good condition?

Both of these conditions must be met in order for the teacher and students to teach and learn as effectively as possible.

<u>Adequacy of Social Studies Materials: Quantity</u>

Elementary school, middle school, and high school teachers were asked the following question: "Do you need any more of the (above-listed) materials? If yes, which ones?" The list of materials was the same one used to assess the use of materials, and it included textbooks, maps and globes, supplementary books, handouts, teacher made kits, audio-visual materials, and other types of materials.

Fifty-one percent (51%) of the elementary school teachers, 59% of the middle school teachers, and 60% of the high school teachers answered "yes", they did need more types of materials. This is a clear indication that the quantity of materials available to teachers is not adequate.

The most commonly needed materials listed by teachers were:

<u>Elementary Teachers (N = 277)</u>: audio-visual materials (listed by 69 teachers); maps and globes (53); worksheets and handouts (40); supplementary books (36); teacher-made kits (24); learning centers (11); newspaper subscriptions (9).

Middle School Teachers (N = 111): audio-visual materials (18); maps and globes (18); supplementary books (16); textbooks (13); workbooks (12); updated films (10); worksheets (7); good texts (6); texts that follow the curriculum (5); atlases (4); newspapers and magazines (4); supplemental materials (3).

High School Teachers (N = 92): audio-visual materials (45); maps and globes (28); supplementary books (18); magazines and newspapers (16); workbooks (14); textbooks (13); better text (4); learning kits (4); worksheets, or handouts (3).

Audio-visual materials, maps and globes, and supplemental books are the most commonly needed materials at all three levels. Newspapers and magazines were mentioned with relative frequency in elementary school and high school, whereas the need for good and appropriate texts in sufficient numbers was a theme at the middle school and high school levels. Workbooks were mentioned fairly often by middle school and high school teachers.

Adequacy of Materials in APS Social Studies: Quality

The most significant quality issue regarding social studies materials concerns textbooks. Social studies authorities have, in recent years, lamented the low quality of available textbooks. According to these experts, major textbooks too often are dull, bland, overly fact-oriented, and not sufficiently challenging.

Teachers in the Albuquerque Public Schools were asked to select one of the textbooks that they use and to rate the textbook along ten dimensions and to provide an overall rating. Because the textbooks selected varied, the data yield aggregate results and cannot be used to assess any one textbook. Data can be used, however, for gaining a general impression of the quality of textbooks in APS. Figure III. 4. summarizes the ratings of elementary, middle school, and high school teachers of the textbooks they selected to evaluate.

FIGURE III. 4. AVERAGE (MEAN) QUALITY RATINGS OF TEXTBOOKS BY APS TEACHERS

Scale: 1 = Excellent 2 = Good 3 = Fair 4 = Poor 5 = Very Poor

Criterion	Elementary Teacher Rating	Middle School Teacher Rating	High School Teacher Rating
Informative	2.42	2.21	2.09
Up-to-date	2.38	2.16	2.50
Comprehensive in Scope	2.64	2.55	2.28
Interesting to Students	2.81	2.87	2.82
Well-organized	2.47	2.48	2.14
Durable	2.07	2.23	2.00
Compatibility with Teacher's Instructional Goals	2.72	2.62	2.30
Accurate and Trustworthy	2.32	2.16	2.16
Culturally non-biased	2.15	2.02	1.98
Appropriate for the Ability Levels of Students	2.54	2.52	2.31
OVERALL RATING	2.58	2.58	2.26

The overall average ratings fall into the "good" to "fair" range at all three levels, with teachers at the high school level rating the texts higher than teachers at middle school and elementary school. By and large, teachers feel that the text they use is fair to good, but far from outstanding.

When one compares ratings along specific dimensions, some fascinating patterns emerge. In general, the highest average ratings were given to: lack of cultural bias, durability, how informative the text is, and accuracy and trustworthiness. The lowest ratings were given to: how interesting the book is to students; compatibility with instructional goals; appropriateness for the ability levels of students; and comprehensiveness. Only at the high school level were the textbooks widely considered to be not up-to-date.

Apparently, textbooks in use in APS do a fair job of imparting information, but do a relatively poor job of interesting students and meeting teachers' individual instructional needs. The overall picture one gets is that of a competent, yet homogenized blandness, an impression which is very similar to that noted by social studies experts. This impression is confirmed by the overall rating given to textbooks by the high school students surveyed. High school students were asked to give an overall rating for the textbook which they were using in their social studies class. The scale was the same as that provided to teachers: 1 = excellent; 2 = good; 3 = fair; 4 = poor; 5 = very poor. The average rating on the part of students was 2.47, with the bulk of the students rating the book in the good to fair range.

Why do teachers use as their most frequent instructional material textbooks which they rate as mediocre in quality? Why do students favor using textbooks that they find only "fair" to "good"? Much of the problem may lie with the availability of outstanding textbooks. Teachers and students prefer using "a textbook". They presumably hope to use the best available, but in the absence of high quality, they may feel that they have

no serious alternative to using what is available. The result is that teachers and students must use textbooks that are "OK", but not outstanding.

The solution to this problem is elusive. Textbook publishers have not responded to calls for more interesting and challenging texts. And, in fact, they claim that they are providing educators with exactly what they "really" want, based on the buying patterns of school districts. It may appear to textbook publishers that what teachers "really" want is accuracy and comprehensiveness, even if this means that the texts are less interesting.

One possible alternative is to supplement the textbook with other books, films, documents, audio-visual materials, or art works. Although this can be done, it is time-consuming for the teacher. Students cannot be required to purchase supplementary textbooks, and it is not easy for teachers to purchase supplementary materials.

One solution, aside from the acquisition of a wider variety of materials, might be to encourage and facilitate the sharing of ideas and resources through inservice. If the quality of textbooks cannot be significantly improved (which is probable), perhaps textbooks can be used and supplemented so as to provide maximum benefit to students.

The major quality factors involved with audio-visual materials are the current condition and content of the materials. The need for recent films in better condition was expressed by a considerable number of respondents. The need for more current maps and globes in good condition was also expressed frequently. These issues need to be addressed in order to provide teachers with the best possible instructional support.

III. C. WHAT INSTRUCTIONAL METHODS AND STRATEGIES ARE USED IN THE SOCIAL STUDIES PROGRAM AND WHAT ARE THE RATIONALES FOR THEM? HOW EFFECTIVE ARE THESE METHODS AND STRATEGIES?

The use of instructional methods and strategies has received much attention from social studies researchers. However, the National Science Foundation found that "this research appears to have yielded few conclusions that one can endorse with much confidence and few guidelines for practitioners." (Wiley, 1977, page 171). Furthermore, no clear evidence exists concerning which methodologies are most effective for accomplishing the various goals of social studies.

An additional difficulty is that the nature of the instructional techniques employed by social studies teachers is notoriously difficult to pinpoint. Is "lecture" as employed by one teacher the same as "lecture" employed by another? What is discussion? What are problem solving and inquiry methods? Certainly, each teacher, with his or her own personality and style, will combine various methods in unique ways.

The result is that it is not possible to identify the "one best" approach to teaching social studies. However, it is possible to single out some common trends in social studies teaching methods in APS and to cite research concerning which methods may be most appropriate for accomplishing certain types of instructional goals. Both of these approaches will yield valuable perspective on teaching methods used in APS social studies.

Social Studies Teaching Methods: Current National Practice

Nationally, it has been pointed out by social studies reports (for example, National Science Foundation, 1977, and Project SPAN, 1978) and authorities that:

1. Most social studies instruction occurs in class-size groups, with little use made of small-group or individualized instruction. (SPAN, p. 11)
2. Much of teachers' time is "occupied with administrative duties and the maintenance of discipline." (SPAN, p. 11).
3. The amount of teacher preparation time is seen as inadequate (SPAN, p. 11).
4. Students' "time on task in the classroom is substantially less than 100 percent." (SPAN, p. 12).
5. As has been stated previously, the dominant curriculum material is the textbook. (SPAN, p. 12).
6. Lecture and discussion are the most frequently used teaching techniques, with lecture increasing in importance from the lower to the higher grades. In these higher grades, "large group, teacher controlled question and answer recitations are customary." (Shaver, Davis, and Helburn, 1979, p. 6). The National Science Foundation found very little attention to "inquiry, discovery, values education, experiential and community-based learning, simulations, programmed instruction, and contracts." (As noted in SPAN, p. 12).
7. "Expectations within the school and the community" are a major contributing factor to the small range of teaching techniques utilized. (SPAN, p 12).

Social Studies Teaching Methods: Some Research Perspectives

As the 1977 National Science Foundation report has pointed out, the definition and conceptualization of teaching methods in social studies research is limited: "From reading reviews of research, one gets the impression that there are really only two alternatives in the way of general, or comprehensive, approaches to social studies instruction: 'critical thinking'...and 'traditional'." Furthermore, "traditional" teaching has been imprecisely defined, although it appears that it "consists primarily of repeated cycles of lecture, reading, recitation, and testing, or some variations thereon." (Wiley, 1977, p. 171). Little research exists concerning the nature or effectiveness of "traditional" teaching. Rather, the concept of traditional teaching has been used only for the sake of comparison to whatever new methods are proposed or supported by the particular researcher (Wiley, 1977, p. 173).

Although researchers have not conceptualized and categorized instructional techniques into a meaningful general framework, they have studied the effects of various individual instructional techniques and orientations, including lecture, discussion, simulation and games, and critical thinking. The National Science Foundation summarized the research on these topics by making the following observations:

1. Lecture methods are at least as effective as discussion in communicating information to students. However, discussion is more effective for teaching higher order skills such as "evaluation, synthesis, inference-making, perception of relationships, and application of material learned." (Wiley, 1977, p. 193). Discussion is also a more effective method of changing student attitudes.

2. Simulations and games do not "appear to have any advantage over other methods in teaching cognitive content, but they seem to positively affect student attitudes and encourage student involvement in learning." (Wiley, 1977, p. 193).

3. The studies on inquiry and critical thinking techniques have not demonstrated "consistent, significant results favoring critical thinking." Wiley suggests that this may be due to faulty research methods. (Wiley, 1977, p. 193).

4. Increases in knowledge "do not necessarily lead to growth in democratic attitudes and values." (Wiley, 1977, p. 193).

Research, therefore, tends to confirm the proposition that the selection of appropriate teaching methods depends largely upon the objectives of instruction. The methods which a teacher might use to impart information are entirely different from the methods that he or she might use to teach students how to think, criticize, and analyze.

Instructional Methods Used in the Albuquerque Public Schools

Elementary school, middle school, and high school teachers were asked to state how often they used twelve specified instructional techniques in Social Studies. The results are included in Figures III. 5, III. 6, and III. 7.

FIGURE III. 5. USE OF INSTRUCTIONAL TECHNIQUES BY APS ELEMENTARY TEACHERS

Method	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Lectures	18%	34%	12%	17%	18%
Class Discussions	48%	41%	5%	3%	3%
Debates and Panels	2%	7%	13%	24%	54%
Reenactments, Role Playing, and Simulation	1%	12%	26%	34%	27%
Small Group Work in Class	14%	25%	32%	21%	8%
Guest Speakers	0%	4%	16%	56%	24%
Individual Research Projects	1%	12%	24%	41%	22%
Field Trips	0%	4%	10%	64%	22%
Student Contracts	2%	4%	13%	17%	64%
Individual Seatwork in Class	14%	44%	21%	11%	10%
Use of Literature	15%	33%	28%	15%	9%
Student Reports or Projects	4%	17%	36%	29%	14%

FIGURE III. 6. USE OF INSTRUCTIONAL TECHNIQUES BY APS MIDDLE SCHOOL TEACHERS

Method	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Lectures	38%	48%	9%	1%	4%
Classroom Discussion	52%	42%	5%	1%	0%
Debates and Panels	0%	5%	31%	39%	25%
Reenactments, Role Playing, and Simulations	1%	6%	19%	40%	34%
Small Group Work in Class	7%	22%	42%	23%	6%
Guest Speakers	0%	1%	10%	53%	36%
Individual Research Projects	2%	7%	33%	53%	5%
Field Trips	0%	0%	2%	14%	84%
Student Contracts	1%	1%	8%	17%	73%
Individual Seatwork In Class	46%	37%	7%	5%	5%
Use of Literature	6%	26%	29%	24%	15%
Student Reports or Projects	5%	11%	47%	33%	4%

FIGURE III. 7. USE OF INSTRUCTIONAL TECHNIQUES BY APS HIGH SCHOOL TEACHERS

Method	Just About Daily	At Least Once/Week	At Least Once/Month	Less Than Once/Month	Never
Lecture	43%	43%	10%	3%	1%
Classroom Discussions	37%	55%	8%	0%	0%
Debates and Panels	0%	7%	33%	42%	18%
Reenactments, Role Playing, and Simulations	0%	9%	29%	31%	31%
Small Group Work in Class	4%	32%	34%	20%	10%
Guest Speakers	0%	6%	12%	55%	27%
Individual Research Projects	0%	8%	28%	56%	8%
Field Trips	0%	1%	1%	19%	79%
Student Contracts	3%	2%	0%	24%	71%
Individual Seatwork in Class	23%	48%	18%	7%	4%
Use of Literature	2%	22%	28%	37%	8%
Student Reports, Projects	2%	15%	33%	46%	4%

Reflecting findings of the National Science Foundation, the most frequently used instructional methods in APS are discussion and lecture, with discussion being reported more frequently than lecture. Judging from the high frequency with which both methods are used, it appears that lecture and discussion are commonly used to supplement each other. Since lecture has been found to be highly effective in transmitting information, whereas discussion seems to be more effective for teaching higher order thinking skills, it appears that social studies teachers are attending to both types of instructional goals. However, this inference is limited by the inability to determine precisely what is meant by discussion or to ascertain the cognitive level at which discussion is taking place.

Elementary teachers tend to use lectures infrequently and to use a variety of methods with relative frequency. These methods include: discussions, small group work in class, individual seatwork in class, and use of literature. As was found nationally by the National Science Foundation, less frequent use is made in APS of re-enactments and role playing, debates and panels, guest speakers, or field trips.

A large percentage of middle school teachers in APS reported using lecture, discussion, and individual seatwork just about daily. Small group work in class and use of literature were also employed with some frequency. However, the overall impression is that middle school social studies is largely devoted to lecture, discussion, and individual seatwork, with more than one strategy being used every day.

At the high school level, lecture, discussion, and individual seatwork also predominated with almost no other methods being used "just about daily". In high school social studies, lecture appears to be the single most commonly used instructional method. Some use is made of small group work in class, use of literature, and student reports and projects.

The overall pattern indicates that teachers employ a wide variety of instructional techniques, but that few teachers use more than three or four different techniques--lecture, discussion, and seatwork--on a day-to-day basis. The techniques used appear to strike a balance between transmitting information and promoting involvement. As was found by the National Science Foundation, classroom activities tend to be centered upon the teacher.

REASONS FOR THE INSTRUCTIONAL METHODS USED BY APS TEACHERS

What are the reasons for the use of these methods in social studies? Social studies teachers at the evaluation conference pointed out that lecture methods are widely used because lecture is an efficient way of transmitting information to the large groups of students present in classes. This can be especially important when time pressures require that enormous amounts of material be covered quickly. Also, lecture is useful for teaching students such skills as listening, note-taking, outlining, and selecting which information is most relevant. Lecture is also appropriate in that it can be used regardless of the reading level of the student. This is seen as an advantage considering that some students do not read at grade level. Finally, lecture is often employed because it is traditional and comfortable, because teachers were widely exposed to lecture in their own training, and because students often expect that lecture will be used.

The teachers at the conference pointed out that discussion is useful for building involvement and interest. When combined with lecture--as is customary--discussion enables the teacher to cover material efficiently and quickly. Students enjoy discussion (as will be discussed later in this report), and discussion gives students a sense of involvement. Discussion is often used to help students to develop verbal skills. And, as has been pointed out in the research, discussion helps students develop inquiry skills, analytical abilities, and problem solving skills.

According to teachers at the evaluation conference, seatwork is widely used because it enables the student to practice and further develop skills and knowledge taught in the class. It allows the teacher to assess the individual student's learning and to give individual attention to students who most need help. Some teachers pointed out that seatwork also promotes self-discipline. Finally, it is a method that is easy and convenient for teachers to use.

The teachers at the conference gave the following reasons for the infrequent use of role playing and simulation, projects, and group work:

- The large number of students in classes makes it dificult to organize and carry out these activities.
- The time for planning and developing materials is limited.
- The class time in the middle school and high schools is short (40-50 minute periods).
- Frequent interruptions of class make it difficult to sustain activites.

TEACHER PERCEPTIONS OF THE INSTRUCTIONAL METHODS THEY USE

How do teachers view the instructional techniques they use? Teachers at all levels were asked, "In the best of all possible worlds, would you teach social studies differently than you do now? If yes, please explain." Fifty-two percent (52%) of the elementary school teachers, 55% of the middle school teachers, and 58% of the high school teachers answered "yes". Thus, a majority of teachers at all levels would prefer to teach differently in an "ideal" world.

The changes which teachers would make in teaching vary widely, but they may be categorized as follows:

- Using different methods.
- Using more or different materials.
- Making changes in the structure and/or setting of teaching, for example, length of class time, smaller classes, ability grouped classes, and flexible time scheduling.

- Changes in content, for example including covering more material or different types of materials.
- Changes in grading systems and expectations for students, for example assigning more homework, teaching higher level skills, making classes non-graded, and enforcing higher standards.

Proposed Changes in Methods

Twenty-nine percent (29%) of the elementary teachers, 51% of the middle school teachers, and 40% of high school teachers said they would use different methods "in the best of all possible worlds.". The most commonly mentioned changes in methods were:

Elementary School: More field trips, more experiential learning, more group projects, more role playing, and more interdisciplinary approaches.

Middle School: More field trips, more activities and active learning, more group work, more role-playing and re-enactments, more guest speakers, more lectures, and more discussions.

High School: More role playing and re-enactments, more field trips, more research and written reports, more group activities, greater variety of techniques, more debates and panels, more activities, and more discussion.

Proposed Changes in Materials

Eight percent of the elementary teachers, 14% of the middle school teachers, and 16% of the high school teachers listed changes relating to instructional materials. This has been addressed in a previous section of this report (see pages 138-41).

Eight per cent (8%) of elementary teachers, 14% of middle school teachers, and 16% of high school teachers listed changes relating to instructional materials. This has been addressed in a previous section of this report.

Proposed Changes in Structure, Setting, and Organization

Seven percent of elementary teachers, 14% of middle school teachers, and 24% of high school teachers, identified changes relating to structure, setting, and organization. These were mainly related to smaller classes, fewer interruptions, and more time.

Proposed Changes in Content

Content changes were mentioned relatively infrequently at all levels (1% elementary, 8% middle school, and 6% high school). Proposed changes ranged from specific suggestions for additional classes that should be offered to covering more or different types of material in a given class.

Proposed Changes in Grading Expectations

Changes in grading expectations were mentioned by 1% of the elementary teachers, 4% of the middle school teachers, and 4% of the high school teachers. Proposed changes included using a wider variety of grading methods, eliminating grades altogether, and individualized grading systems. It is important to point out, however, that the relative infrequency with which grading was mentioned as a proposed change does not indicate teacher satisfaction with grading procedures. It merely means that teachers did not see grading as a major area they would change. Grading issues will be discussed in depth in a later section of this report.

When all of the data are combined, it appears that, in spite of the good reasons provided in support of the most frequently used instructional methods (lecture, discussion,

and seatwork), a considerable number of teachers recognize the need for changes in various aspects of teaching. The largest number of these teachers who would make changes "in an ideal world" specified changes in teaching methods. Why, then do these methods persist?

OBSTACLES TO CHANGE

As has been previously pointed out, good reasons exist for the use of lecture, discussion, and seatwork. But why do teachers generally not use other methods that many of them favored as well? Teachers were asked in the questionnaire, "Are there any particular obstacles that keep you from teaching social studies the way you would like? Please explain." Fifty-nine percent (59%) of the elementary school teachers, 67% of the middle school teachers, and 80% of the high school teachers answered "yes".

The specific obstacles cited varied widely, but they can be categorized as follows:

1. Structural obstacles - large classes, interruptions, paperwork, scheduling.
2. Lack of materials.
3. Expectations - testing, standardization, pressure to cover content.
4. Time - class time, preparation time.
5. Student characteristics - student non-performance, lack of interest, lack of student preparation for the class.
6. Facilities and space.
7. Program inadequacies - lack of curriculum coherence, need for additional courses.
8. Money
9. "Political factors"—for example, lack of community support, lack of vision on the part of the public.

The most commonly cited obstacles at the elementary level were lack of time (36%), lack of materials (19%), expectations (11%), money (10%), structural obstacles (9%), and facilities (8%). The most commonly cited obstacles at the middle school level concerned shortages of materials (28%), structural issues (24%), and student characteristics (19%). At the high school level, the following obstacles were most often mentioned: structural issues (36%), time (27%), materials (27%), and student characteristics (10%).

These statistics, when looked at in their totality, provide a dramatic view of difficulties faced by teachers in the "real world" of the school. In this real world, teachers frequently feel that they have to reconcile the ways in which they would like to teach with the demands of an environment which is not always conducive to optimal student learning. The compromises that teachers make are often creative and by definition must be practical in order for the system to work. It is not always ensured, however, that teaching is related to educational goals and ideals rather than harsh realities. Certainly compromise between ideal and reality is inevitable. But looking at these results, one wonders whether the harsh realities of education are discouraging teachers from teaching in the ways which they prefer. As Ponder, Brandt and Ebersole state,

> "Teachers face daily the task of meeting with relatively large numbers of students, diverse in their abilities and inclinations to do school work, over fairly long periods of time. Moreover, that time must be filled with educationally justifiable activities. Classrooms are thus characterized by the demands of immediacy and complexity as well as the task of maintaining cooperation to 'get through the day'...Thus teachers are most concerned about their own particular problems, and they wish to choose materials and resources that meet their needs....Methods that increase the complexity of this environment, such as inquiry, are seldom used, and then largely with more cooperative (more able and more interested) students. Since the essential structure of this environment has not changed appreciably in the past twenty years, teaching practices have not changed and change efforts are resisted because of their lack of congruence with teachers' perceptions of the most practical and workable methods in their own particular classroom."(p. 173).

Thus far, it has been found that social studies teachers in the Albuquerque Public Schools predominantly use the following instructional methods: discussion, lecture, and student seatwork. They rarely use role playing, fieldwork, debates and panels, or guest speakers. It has also been demonstrated that teachers apparently use such methods because students favor the methods, because they work well in accomplishing some important educational goals, because they are traditional, and because they allow the teacher to cover material efficiently. In spite of these practical justifications, however, a majority of teachers reported that "in the best of all possible worlds", they would teach social studies differently. The changes reported and the obstacles inhibiting change have been detailed.

The next important question is how others in the schools—students, administrators, and counselors—view the teaching methods used in social studies. Administrators and counselors were asked to identify the teaching methods which they felt were most effective: "In your opinion, what social studies teaching methods are most effective in helping students learn?" The responses of both administrators and counselors varied widely, including lecturing, individualized activities, peer teaching, field trips, discussion, guest speakers, student research, group activities, films, role playing, debates, inquiry methods, committees, subject integration, and problem solving. However, the general pattern is that both administrators and counselors favored methods that actively involve students in learning. The most commonly favored methods at the middle school and high school levels are discussion, activities, the use of films and visual aids, field trips and research.

Eighth grade students and high school students were asked the open-ended question: "In your opinion, which teaching methods are most effective in helping students learn? (For example, lecture, discussion, role-playing and simulation)." The most frequently favored method at both levels was discussion (favored by 36% at the high school level and 39% at the middle school level). Middle school students also favored group projects and activities (32%), individual reports (16%), and role playing (16%). Lecture (6%) and lecture and discussion combined (5%), were favored infrequently by middle school students. After discussion, high school students favored a combination of lecture and discussion (31%), role playing and simulation (26%), and lecture (11%).

In general, therefore, students favor methods that promote active involvement and interest and that make the subject come alive. They least favor methods that they feel are "boring" and that make the subject seem remote and abstract. It is important to point out, however, that any of the methods, if done well, are capable of generating student interest and support.

Middle school and high school students were also asked, "Consider all of the social studies courses that you have taken. If you were the teacher, would you teach the same or differently? Describe what you would do." The purpose of this question was to assess the level of student satisfaction with the teaching methods employed generally in social studies.

At the middle school level, 39% of the students stated that they would teach the same, 23% answered "differently", and 36% expressed no opinion. Thus, although a plurality of eighth grade students are satisfied with teaching methods in social studies, a considerable minority are dissatisfied. Of these students who want social studies to be taught differently, some expressed the wish that social studies be taught in more interesting ways (24 students), and that it be more oriented toward activities and active learning (10 students).

Thirty-nine percent (39%) of the high school students would teach social studies the same if they were the teacher, while 44% said that they would teach social studies differently, and 17% omitted responses or reported that they did not know. Almost one-half of the high school students said they would make some type of change in teaching. The changes suggested by students vary widely: make it more interesting (57), more lectures (21), fewer lectures (27), more discussions (49), more audio-visual materials (15), slower pace (13), help students more (9), and more role playing (19).

The general trend among those who would teach social studies differently is to provide more opportunity for discussion and active student participation and involvement in learning.

The Need for Change?

Is there a need for change in the methods by which social studies is taught in APS? Clearly, the current situation could be improved. Although the methods used in social studies appear to be effective in promoting a considerable degree of satisfaction and comfort on the part of students, more than one-half of the teachers would teach differently in an "ideal" situation. Many eighth grade students and a plurality of high school students (44%) stated that they would teach social studies differently if they were the teacher, citing a variety of changes including providing more opportunity for active involvement and discussion. Perhaps most significantly, a majority of teachers at all levels (including 80% of the high school teachers) cited obstacles to teaching the way they would prefer. In view of the obstacles cited, it is not surprising that teaching "in the real world" is less than ideal.

The need for change is clear. Realistically, though, the obstacles are great. Some individual changes, however, were suggested by teachers at the evaluation conference:

- Smaller class loads and fewer interruptions are required to encourage teachers to use methods other than teacher centered lecture and discussion.
- Teachers need more time for planning and developing materials and strategies.

Other possibilities should also be explored. One proposal that has been discussed is the partial restructuring of master schedules to allow for longer (2-3 hour) classes in some cases. This reform has the potential for increasing time on task and allowing teachers and students to approach learning with less time pressure. Other possibilities concern the possible use of inservice time for teachers in the same field to share successful teaching methods or to learn new methods from experts in the field. Changes in teaching methods, as Ponder, Brandt, and Ebersole point out, are hard to make. However, the evidence indicates that making changes that would encourage more effective teaching techniques could lead to significant improvements in the program.

III. D. TO WHAT EXTENT DO DISTRICT GUIDELINES AND MATERIALS GUIDE THE SELECTION OF METHODS AND STRATEGIES IN SOCIAL STUDIES? HOW EFFECTIVELY DO THESE GUIDELINES AND MATERIALS ASSIST TEACHERS IN SELECTING METHODS AND STRATEGIES?

The influence of district guidelines and materials upon teachers' selection of content and skills was addressed in a previous section of this report (see Section II. F). In that section, it was found that district curriculum guidelines, skills guides, curriculum abstracts, and course descriptions have a significant influence on the content of the social studies program. This section will assess the impact of the district materials upon teachers' selection of instructional methods and strategies.

Although recommending teaching methods is not the central intent of most of the district materials, the curriculum guides (elementary) and the skills guides (K-12) do suggest some possible teaching methods and activities. In addition, course descriptions and abstracts may indirectly suggest methods by means of the content and skills which they emphasize. Morever, little training or inservice exists at the district level concerning the use of teaching strategies. Although the district social studies coordinator is available on a limited basis to respond to specific requests for assistance and advice, staff development is more likely to be addressed at the school level.

Elementary school, middle school, and high school teachers were asked via questionnaire: "In general, to what extent do district guidelines and materials (for example, curriculum abstracts, curriculum guides, skills guides) influence your choice of instructional methods and strategies?" The results appear in Figure III. 8., below.

FIGURE III. 8. INFLUENCE OF DISTRICT GUIDELINES UPON TEACHERS' SELECTION OF TEACHING METHODS

Percentages represent the percentage of teachers who provided each response

Respondents	Strong Influence	Moderate Influence	Slight Influence	No Influence
Elementary Teachers	18%	42%	25%	12%
Middle School Teachers	23%	39%	23%	14%
High School Teachers	10%	28%	33%	26%

Approximately 60% of the elementary and middle school teachers reported a strong or moderate influence of district guidelines upon their teaching methods, compared with 38% of the high school teachers. Those teachers who reported that district materials had a strong or moderate influence on their choice of methods expressed a variety of explanations. In some cases, teachers expressed positive attitudes toward the guidelines, such as "I like the curriculum guides", or "I rely on them". In other cases, some teachers commented that they don't especially like district materials, but they feel that they are forced to follow them: "Teachers can be negatively evaluated if they don't follow the curriculum." Other teachers reported that they use the curriculum materials as general guidelines, but that they use their own methods or use their own creativity when deciding upon teaching strategies. At the elementary level, some teachers noted the strong influence of testing upon their choice of instructional methods.

The smaller percentage of high school teachers who reported strong influence is probably the result of two major factors: 1. The relative scarcity of any social studies district guidelines at the high school level compared with the elementary and middle school levels. 2. Elementary and middle school teachers have access to several guides which address teaching methods, whereas high school teachers have access to only one guide (the K-12 Skills Guide) which addresses methods.

In any case, according to teachers' reports, the district guidelines and materials appear to have a moderate influence on the selection of instructional methods and strategies. The major exception is at the high school level, in which teachers reported little influence. This finding, incidentally, is congruent with findings of the National Science Foundation. In the 1977 report, it was indicated that district curriculum materials appeared to have little to moderate influence upon teachers' instructional methods.

It appears that more emphasis could profitably be placed on providing support to teachers in the area of instructional methods and strategies. This does not mean, however, merely issuing guidelines and suggestions. It means also providing teachers the opportunity to discuss with each other effective methods which they have used. It also could mean district-level inservice for interested teachers concerning the use of instructional techniques. In either case, increased help for the teacher could result in benefits to students as well as teachers.

III. E. WHAT ARE THE BACKGROUNDS AND QUALIFICATIONS OF SOCIAL STUDIES TEACHERS?

At the national level, the question of the adequacy of the background and qualifications of social studies teachers is another issue upon which researchers have shed little light. According to the National Science Foundation Report (1977), only two studies on the subject—both doctoral dissertations—had appeared since 1970. Although these studies hinted at some results, the national picture concerning teachers' qualifications was then, and is still, unclear. The lack of research is further complicated by the fact that

it is extremely difficult to define what is meant by good teaching, let alone prescribe what background a good teacher should have. Even in terms of the relatively narrow criterion of academic background, it is not clear to what extent the academic background of teachers influences their effectiveness.

Although it is obvious that an adequate preparation in subjects taught is essential, it is not necessarily true that social studies teachers with more academic training will be better teachers. Some studies have indicated, in fact, that increases in subject matter preparation alone have "only marginal, if any, utility" (Wiley, 1977, p. 120). As Wiley states,

> "Although many have assumed that increases in teacher subject-matter preparation would produce increased learning in the classroom, most studies of the question have shown that this is not the case, at least for lower-cognitive levels of student learning. Measures of higher-cognitive level learning have apparently been used only rarely in social studies." (Wiley, 1977, p. 120).

On the other hand, the NSF found a few studies indicating that "training combining teacher instruction in the content of the academic disciplines with training in the methods of teaching such content may produce desired changes in student learning." (Wiley, 1977, p. 262).

In the present evaluation, data gathered allows for some generalization concerning the backgrounds and qualifications of social studies teachers. However, since it is not possible to assess the number of units earned by teachers in specific social studies subjects, the results are general. Moreover, being a "qualified" social studies teacher involves more than merely earning college credits. A qualified social studies teacher possesses a breadth and depth of knowledge in the field, which may be attained inside or outside of school, and also has the ability to teach effectively.

Background and Preparation of Elementary School Social Studies Teachers

Elementary school teachers were asked to identify the level and field of their highest degree. The responses of the 267 elementary teachers who responded are presented in Figure III. 9., below.

FIGURE III. 9. HIGHEST DEGREES EARNED BY ELEMENTARY SCHOOL TEACHERS (N = 267). BASED ON QUESTIONNAIRE RESPONSES

Bachelor's Degree - 156 of 267 Teachers (58%)

Bachelor's in social studies field - 3 teachers
Bachelor's in non-social studies field - 19 teachers
Bachelor's in education (generally elementary education) - 134 teachers

Master's Degree - 103 of 267 Teachers (39%)

Master's in social studies field - 0 teachers
Master's in non-social studies field - 24 teachers
Master's in education - 79 teachers

Education Specialist (A post-Master's program) - 4 of 267 teachers (1%)

Doctoral Degree - 5 of 267 teachers (2%)

Ph.D. in social studies field - 1 teacher
Ph. D. in non-social studies field - 1 teacher
Ph. D. in education - 3 teachers

While a considerable percentage of elementary school teachers held advanced degrees, only 4 of the 267 responsible held academic degrees in history and the social sciences, the knowledge foundation for social studies. This finding is compatible with what was found by the National Science Foundation in 1977: "It would appear that elementary teachers were not well prepared in history and the social sciences" (Wiley, 1977, p. 143). It would be possible, of course, for elementary teachers to have taken a considerable number of social studies courses in college. However, elementary certification does not require a teacher to have taken any social studies courses whatsoever, nor does it require the teacher to take any social studies methods courses.

Most teachers do take at least a minimum number of courses in the social studies academic disciplines in fulfilling their basic requirements. In addition, most elementary teacher education programs do include methods for the teaching of social studies. However, in view of the emphasis placed on the 3 R's in elementary school (Wiley, 1977), it does not seem likely that social studies would be emphasized in the teacher's academic training. This lack of emphasis is puzzling considering the great importance attached to social studies by national commissions, education experts, and political leaders.

In terms of teaching experience, elementary school teachers are a highly experienced group: 76% reported more than 7 years experience, whereas only 4% reported two years or less experience. While experience alone does not guarantee quality teaching, it does appear that elementary teachers are well-qualified in terms of experience.

Background and Preparation of Middle School Social Studies Teachers

Figure III. 10., below, summarizes the educational background of the 111 middle school social studies teachers surveyed.

FIGURE III. 10. HIGHEST DEGREE EARNED BY MIDDLE SCHOOL TEACHERS (N = 111) BASED ON QUESTIONNAIRE RESPONSES

Bachelor's Degree - 59 (53%)

- In social studies field - 29
- In non-social studies field - 11
- In education - 19

Master's Degree - 48 (43%)

- In social studies field - 13
- In non-social studies field - 9
- In education - 26

Education Specialist - 1 (1%)

Doctorate - 3 (3%)

- In social studies field - 1
- In education - 2

Almost 45% of the middle school social studies teachers held advanced degrees. However, less than one-half (39%) of all of the degrees (bachelor's, master's, or doctorate) were in social studies fields. The rest were in non-social studies fields or in education. This finding, again, is in conformity with the 1977 National Science Foundation Report, which found that in the 1950's and 1960's (the most recent studies), "a substantial number of secondary social studies teachers...had majored in fields other than history and the social sciences." (Wiley, 1977, p. 143).

A more detailed view of the backgrounds of middle school social studies teachers may be gained by examining certification in individual subjects. Middle school teachers may be certified either in elementary or secondary education. If they are certified in elementary education, they do not have to be certified in individual social studies subjects. If, however, they are secondary-certified, they must be certified in such field as social studies (general), history, civics, geography, or other specific social studies disciplines. According to responses to the evaluation survey, 78% of the middle school social studies teachers were certified in secondary education, as compared to 22% who were certified in elementary education. Those who were certified in secondary education could be certified in more than one field.

Figure III. 11, below, summarizes the field of certification of those secondary-certified middle school teachers who responded to the survey (N = 111).

FIGURE III. 11. FIELDS OF CERTIFICATION OF SECONDARY-CERTIFIED MIDDLE SCHOOL TEACHERS BASED ON QUESTIONNAIRE RESPONSES

United States history - 50

Social studies (general) - 49

Non-social studies subject - 47

World History - 44

Civics - 18

Government - 15

Geography - 14

History - 8

Political Science - 8

Social Science - 7

Economics - 6

Anthropology - 4

Most of the secondary-certified teachers were certified in multiple subjects, most commonly United States history, world history, and social studies. The typical teacher, in fact, was certified in 2.54 social studies fields. It thus appears from the above list that many of the social studies teachers (presumably those with majors in social studies fields) had considerable breadth of training in social studies.

In order to further examine the backgrounds and qualifications of middle school social studies teachers, the teachers were asked, "Are you currently assigned to teach any social studies courses that you do not feel well qualified to teach?" Eleven percent (11%) of the teachers answered affirmatively while the remainder responded "no". A large majority of middle school social studies teachers therefore felt themselves well prepared to teach the courses to which they were assigned.

A third issue is the extent to which middle school teachers are teaching a subject which they wish to teach. This is important because it is generally accepted that a teacher's interest in the subject can influence the way in which he or she teaches the subject. Middle school teachers were asked to list the three courses (social studies or non-social studies) which they preferred to teach. These responses were then compared to the subjects which the teachers actually taught.

Twenty-three percent (23%) of the teachers reported that they taught exactly—course for course—what they wished to teach. Sixty percent (60%) of the teachers wished to teach at least one course which they were not presently teaching. Sixteen percent (16%) of the teachers preferred not to teach a course which they were presently teaching. Five percent (5%) of the middle school social studies teachers did not list any social studies courses as their preferred courses.

In all, 79% of the teachers expressed interest in teaching the social studies courses to which they were currently assigned. The remaining 21% listed at least one social studies course which they did not want to teach or said that they preferred to teach no social studies. Thus, although teachers were generally satisfied with the courses they were teaching, a considerable minority was teaching a course in which they apparently had less interest.

Middle school teachers were also asked to estimate the percentage of their day devoted to social studies. Sixty-four percent (64%) reorted that they taught social studies for at least 80% of the day. Twenty-six percent (26%) reported that they taught it for 40% or less of their day. This relatively large percentage of teachers devoting less than half of their day to social studies may create problems in program planning and implementation.

In terms of experience, 66% of the middle school teachers reported teaching social studies for more than seven years. Thirteen percent (13%) reported teaching social studies for two years or less. In general, middle school teachers, like elementary school teachers, are highly experienced.

Backgrounds and Qualifications of High School Social Studies Teachers

Middle school teachers are, to a much larger extent than elementary school teachers, social studies specialists in terms of background and training. High school teachers in general, have more academic training in social studies than elementary teachers or middle school teachers. The academic backgrounds of the 97 high school teachers who responded to the survey are reported in Figure III. 12 below.

FIGURE III. 12. HIGHEST DEGREES EARNED
BY HIGH SCHOOL TEACHERS (N = 97)
BASED ON QUESTIONNAIRE RESPONSES

Bachelor's Degree - 39 (40%)

In social studies field - 32
In non-social studies field - 4
In education - 3

Master's Degree - 51 (53%)

In social studies field - 30
In non-social studies field - 4
In education - 17

Education Specialist - 4 (4%)

Doctorate - 4 (4%)

In social studies field - 3
In education - 1

Sixty-seven percent (67%) of the high school teachers earned their highest degrees in social studies disciplines. In addition, many of those who reported a master's in education as their highest degree likely had a bachelor's degree in a social studies discipline. Often the master's degree was in social studies education or a related field.

As is required, all of the high school teachers are certified in secondary education. The fields of certification are as presented in Figure III. 13., below.

FIGURE III. 13. FIELDS OF CERTIFICATION OF
HIGH SCHOOL TEACHERS (N = 97)
BASED ON QUESTIONNAIRE RESPONSES

United States history - 60	Geography - 12
World history - 57	Economics - 10
Social studies - 39	Psychology - 9
Political science - 23	Anthropology - 6
Civics - 21	History - 4
Sociology - 14	Other - 6

As was true with middle school teachers, most high school teachers were certified in more than one social studies field. The average social studies teacher was in fact certified in 2.69 social studies subjects.

High school teachers were also asked if they were assigned to teach any social studies courses for which they did not feel well-qualified. Ninety-five percent (95%) of the teachers responded "no". This indicates that virtually all of the social studies teachers who responded feel well-qualified to teach the courses to which they are presently assigned.

High school teachers were by and large assigned to teach the subjects which they preferred. Fifty-five percent (55%) taught exactly the courses they preferred. Ten percent (10%) of the teachers listed courses which they were assigned to teach but which they preferred not to teach. More frequently, a teacher wanted to teach one or more courses which he/she was not teaching. The most commonly preferred courses were world history (55), United States history (55), civics (28), sociology (14), and geography (12). In one case, a teacher chose a field other than social studies as a first preference, but listed a social studies course as a second choice. In no case was a high school teacher assigned to teach social studies who did not want to teach any social studies.

High school teachers also devoted a larger percentage of their day to social studies than did middle school teachers. Seventy-nine percent (79%) reported that they taught social studies for at least 80% of their day. Conversely, only 10% taught social studies 40% of their day or less. In terms of experience, 75% of the high school teachers reported teaching social studies for seven years or more. Five percent (5%) had taught social studies for two years or less.

Summary

The commitment to teaching social studies and the academic training of social studies teachers increased from elementary school through middle school to high school. Whereas it appeared that elementary teachers' adademic training in social studies could be minimal, middle school teachers were more likely to have specific background in social studies, and most high school teachers were likely to have had considerable academic background in social studies. However, little direct relationship has been found in the research between the number of social studies credits taken in college and teacher effectiveness (Wiley, 1977).

Interest on the part of teachers in teaching social studies appears to increase from elementary school to high school. Whereas elementary teachers have conflicting demands and a primary commitment to teaching reading, writing, and mathematics, middle school teachers and especially high school teachers preferred spending all or almost all of their day teaching social studies.

III. F. WHAT DO VARIOUS GROUPS PERCEIVE AS THE MOST IMPORTANT CONSIDERATIONS IN TEXTBOOK ADOPTION? IDEALLY, WHAT SHOULD BE THE MOST IMPORTANT CONSIDERATIONS IN TEXTBOOK ADOPTION?

The process of textbook adoption is by its very nature lengthy, intricate, and difficult. It is the process that attempts to reflect program priorities and focus those priorities upon a practical question: which textbooks will be used in social studies classes? During adoption, attitudes and opinions regarding the social studies program and its priorities often come to the fore, often in random and confusing ways.

One of the purposes of the present evaluation is to lay a foundation for textbook adoption based upon a comprehensive view of the social studies program. Therefore, when dealing with textbook issues, one primary perspective will be kept in mind: the relationship between the textbook and the program which is the foundation for the selection of all materials and teaching strategies.

The evaluation question under consideration lays the foundation for textbook adoption by addressing the issue: what are the most important considerations in textbook adoption? Once this fundamental question is answered, it will be possible to suggest the most efficacious plans and procedures for textbook adoption.

Teachers, administrators, and parents in the Albuquerque Public Schools were asked to rate the amount of influence that a number of factors should have upon the adoption of textbooks. The results are presented in Figure III. 14., below.

FIGURE III. 14. PERCEPTIONS OF THE IDEAL INFLUENCE OF VARIOUS FACTORS UPON TETBOOK ADOPTION

Scale:
1 = Should have strong influence
2 = Should have moderate influence
3 = Should have little influence
4 = Should have no influence

CRITERION	AVERAGE IMPORTANCE RATING ON THE PART OF:						
	Elementary Teachers	Middle School Teachers	High School Teachers	Elementary Administrators	Middle School Administrators	High School Administrators	Parents (All Levels)
Compatibility with APS	1.42	1.31	1.82	1.29	1.17	1.36	1.75
Curriculum							
Up-to-Date	1.28	1.29	1.28	1.77	1.38	1.32	1.38
Money Available	2.20	2.23	2.30	2.14	2.09	1.62	2.17
Comprehensiveness	1.38	1.33	1.30	1.60	1.58	1.64	1.36
Interest to Students	1.16	1.24	1.31	1.34	1.17	1.27	1.36
Durability	1.87	1.77	1.78	2.29	1.87	2.00	2.23
Accuracy	1.22	1.17	1.15	1.20	1.13	1.00	1.15
Appropriate for the Ability of Students	1.19	1.24	1.25	1.46	1.13	1.14	1.32
Culturally Non-Biased	1.43	1.55	1.64	1.54	1.38	1.71	1.77
Compatibility with Teachers' Objectives	1.44	1.55	1.47	1.63	1.88	1.68	1.71

The average importance ratings for all of the factors relating to textbook adoption were in the "strong influence" to "moderate influence" range. None of the factors listed were considered unimportant by any of the seven groups surveyed.

In terms of the relative importance ratings, virtually all groups agreed that four criteria are paramount: the accuracy of the textbook; whether the textbook is appropriate for the ability levels of students; how interesting the textbook is for students; how up-do-date the textbook is at the time of adoption.

Two factors were considered relatively unimportant: the amount of money available and the durability of the textbook. The remaining criteria—compatibility with the APS curriculum, compatibility with teachers' instructional objectives, absence of cultural bias, and comprehensiveness were considered important, but not as important as the top-rated four.

III. G. WHAT IS THE PROCESS FOR SELECTION AND PURCHASE OF MATERIALS, IDEALLY AND IN ACTUALITY? HOW EFFECTIVE IS THE MATERIALS SELECTION AND PURCHASING PROCESS?

The Present Process for the Adoption of Materials

The textbook adoption procedures presently used in the Albuquerque Public Schools are designed to ensure thorough consideration and examination of instructional materials and adequate involvement by all concerned parties. The process formally begins with the selection of an adoption committee in January of the school year preceding the adoption year. It is the responsibility of this committee to coordinate the adoption process and eventually to make recommendations for the final selection of textbooks and related instructional materials.

Although the adoption committee makes the final decision concerning adoption, the committee is required to follow certain procedures to ensure that the textbooks which are ultimately adopted meet the needs of the district.

First of all, the adoption committee surveys all district teachers affected by the adoption to determine needs and preferences in textbooks. On the basis of this survey, a textbook evaluation instrument is developed which will be used to rate the textbooks submitted to the district for review. The criteria that are incorporated in the survey are thus representative of the preferences of the district.

In order to ensure that the textbooks closely reflect the district curriculum, the adoption committee compares the publisher's scope and sequence recommendations with the skills guides developed in the Albuquerque Public Schools. Using these scope and sequence recommendations and relevant district guidelines, the committee evaluates the submitted texts and materials and determines the appropriate number of textbooks for adoption. At this point, the public is also given the opportunity to review textbooks proposed for adoption and to submit comments and recommendations.

After the textbooks have been evaluated and after the public has had the opportunity to review the textbooks, the textbook adoption committee selects the appropriate number of textbooks and supplementary materials and submits a list to the Associate Superintendent for Instruction, who then makes the final decision concerning the textbooks to be adopted.

After the district has made the final decision regarding adoption, the selections are publicized, publishers are notified, and textbook and materials samples are provided for all district schools. After the schools have examined the approved materials, they submit their textbook orders and continue the process of familiarizing themselves with the newly adopted textbooks.

The textbook adoption procedures used in the Albuquerque Public Schools provide a sound general framework for the adoption of materials. However, the guidelines are designed to be a general framework only. Within this procedure, it is possible to design the details of the adoption process. The remainder of this section of the evaluation will identify and describe some features of an "ideal" textbook adoption process as envisioned by teachers, administrators, and parents in APS.

The "Ideal" Process for the Selection of Materials

How do educators and parents envision the "ideal" system for the adoption of textbooks? This question will be subdivided into two sections:

(1) Who should have influence upon the adoption of textbooks?
(2) What is the preferred model for the textbook adoption process?

1. WHO SHOULD INFLUENCE TEXTBOOK ADOPTION

Teachers and administrators in the Albuquerque Public Schools were asked to rate the influence that each of ten groups should have upon the adoption of textbooks. Results are presented in Figure III. 15., below.

FIGURE III. 15. IDEAL INFLUENCE OF VARIOUS GROUPS UPON TEXT BOOK ADOPTION

The figures below represent average (mean) ratings. Rankings of relative influence are presented in parentheses following the mean ratings.

Scale:

1 = Should have strong influence
2 = Should have moderate influence
3 = Should have little influence
4 = Should have no influence

GROUP WHOSE INFLUENCE IS RATED	"IDEAL" INFLUENCE RATINGS BY: Elementary Teachers	Middle School Teachers	High School Teachers	Elementary Administrators	Middle School Administrators	High School Administrators
Parents	2.66 (6)	2.69 (5)	2.79 (4)	2.20 (6)	2.33 (4)	2.64 (8)
Teachers	1.12 (1)	1.06 (1)	1.06 (1)	1.14 (1)	1.04 (1)	1.00 (1)
Students	2.38 (4)	2.44 (3)	2.43 (3)	2.09 (5)	2.38 (5)	2.18 (4)
Counselors	2.68 (7)	3.04 (8)	3.45 (7)	2.03 (4)	2.46 (6)	2.55 (6)
Administrators at the School	2.28 (3)	2.58 (4)	3.18 (6)	1.50 (3)	1.92 (3)	1.64 (3)
Area Office Administrators	2.80 (8)	3.03 (7)	3.51 (8)	2.23 (7)	2.59 (7)	2.57 (7)
Central Office Administrators	2.94 (9)	3.12 (9)	3.53 (9)	2.65 (9)	2.77 (9)	2.75 (9)
District Coordinator for Social Studies	1.80 (2)	1.71 (2)	2.41 (2)	1.34 (2)	1.42 (2)	1.33 (2)
State Department of Education	2.57 (5)	2.69 (5)	3.06 (5)	2.48 (8)	2.64 (8)	2.43 (5)
Special Interest Groups	3.30 (10)	3.55 (10)	3.70 (10)	3.21 (10)	3.48 (10)	3.53 (10)

Parents were asked to rate the influence that parents, teachers, students, counselors, administrators, and the State Department of Education should have upon the selection of textbooks. The results are presented in Figure III. 16., below.

FIGURE III. 16. PARENT RATINGS OF THE "IDEAL" INFLUENCE OF VARIOUS GROUPS UPON TEXTBOOK ADOPTION

Numbers in parentheses represent the relative ranking of that group's influence.

GROUP WHOSE INFLUENCE IS RATED	"IDEAL" INFLUENCE RATING
Parents	1.99 (2)
Teachers	1.13 (1)
Students	2.37 (6)
Counselors	2.23 (4)
Administrators	2.23 (4)
State Department of Education	2.18 (3)

Before these results are discussed, it is important to bear in mind the limitations of these ratings. As with much survey data, these results represent perceptions only. In this case, the perceptions may or may not correspond to the necessary requirements of the adoption process.

In most cases, the average "ideal influence" rating assigned to most groups was in the moderate range, from approximately 1.70 to 2.50. However, one exception is notable. The consensus regarding the influence that teachers should have was dramatic: all groups rated their ideal influence highest, and by a large margin. Clearly teachers, counselors, administrators, and parents believe that teachers should have a strong influence upon textbook adoption. Other ratings will be discussed in turn.

Views of Teachers Concerning Who Should Have Influence Upon Adoption

Teachers were remarkably consistent in rating the influence of the various groups. In order, the rankings of ideal influence were as follows: teachers; district coordinator for social studies; students (except by elementary teachers); school administrators; parents; and the State Department of Education. The ideal influence of counselors, area office and central office administrators was ranked considerably lower whereas the ideal influence of special interest groups was ranked lowest of all. In the case of area and central office administrators, the ratings may be a result of lack of familiarity with the roles of the various offices or of hostility of teachers toward the APS bureaucracy as well as of a feeling that these administrators should not be involved significantly in textbook adoption. The responses may also be the result of teachers' fears that administrators will interfere with their professional judgements.

Views of Administrators Concerning Who Should Have Influence Upon Adoption

The opinions of school administrators were similar to those of teachers in most respects. Administrators felt that teachers, the district social studies coordinator, students, and administrators at the school should have relatively strong influence. However, administrators differed slightly from teachers on a few points. They rated the influence of administrators at the school higher than the influence of students. In addition, elementary administrators rated the ideal influence of parents higher than did middle school or elementary administrators. This likely reflects the closer contact that

elementary parents have with their children's schools. Administrators agreed with teachers that the influence of central office and area office administrators and the State Department of Education should be relatively low, although their ratings were not as low as that of teachers. Administrators, like teachers, rated the "ideal" influence of special interest groups very low.

Parents

Although parents agreed that teachers should have the strongest influence, they believed that parents should have the next strongest influence. This represents a departure from the opinions of teachers and administrators. The "ideal" influence of administrators and counselors were both rated slightly lower, whereas the "ideal" influence of students was rated lower than that of any other group.

IMPLICATIONS FOR THE ADOPTION PROCESS

Because of the large number of social studies teachers in the district, devising an adoption process that adequately represents teachers is a challenging task. The problem is exacerbated by the fact that teachers are not often free to leave their classroom to evaluate textbooks and little release time is available for such a purpose.

However, the implications of this evaluation are strikingly clear. A process must be devised that ensures that teachers will have strong influence on the adoption of textbooks. Moreover, strong influence on the part of teachers will be useless teachers are given the time and opportunity to become familiar with the textbooks, to discuss alternatives, and to make the best choices possible. In other words, teachers must be involved deeply from beginning to end in the textbook adoption process.

Similarly, provision must be made for appropriate student and parent involvement. Because these two groups are not instructional experts, their role may be more that of providing advice and consultation than actually making decisions. Yet the advice they provide could be crucial in the textbook adoption process.

Obviously, the District Coordinator for Social Studies will have significant influence in guiding the adoption process. School, area and central office administrators must also be involved in appropriate ways, since they have expertise and important insights concerning community and school needs.

Special interest groups have in recent years exerted considerable influence upon the adoption of textbooks in social studies. Because groups supporting one issue or concern are often well-financed and organized, and have often developed impressive curriculum materials, as well as political contacts, their influence is frequently difficult to resist. However, the results of this evaluation clearly mandate that the influence of special interest groups be minimized in the adoption of social studies textbooks and materials.

2. FAVORED TEXTBOOK ADOPTION MODELS

The immediately preceding section addressed the question of who should have influence upon the adoption of textbooks. This section is concerned with defining a process for textbook adoption.

Teachers and administrators at all levels were asked to rank order their preferences for four possible textbook adoption models, defined as follows:

1. SINGLE ADOPTION MODEL: All social studies teachers in the district teaching the same course use the same textbook.
2. LIMITED ADOPTION MODEL: All social studies teachers in the district teaching the same course choose from the same two or three textbooks.
3. OPEN ADOPTION ACCORDING TO SCHOOL MODEL: Each school selects a text. All social studies teachers in the school use the same text.
4. OPEN ADOPTION ACCORDING TO TEACHER MODEL: Each social studies teacher as an individual is free to choose any text on the state-approved list.

In case the four proposed models did not cover all possible alternatives, teachers and administrators were given the opportunity to suggest others. No other distinct models were suggested. Respondents were also asked to provide arguments for and against their first choice model. The mean rankings for the four different models are present in Figure III. 17., below.

FIGURE III. 17. PREFERENCE RANKINGS CONCERNING FOUR PROPOSED ADOPTION MODELS.

	RESPONDENTS					
MODEL	Elementary Teachers	Middle School Teachers	High School Teachers	Elementary Administrators	Middle School Administrators	High School Administrators
Single Adoption	2.68	2.86	3.53	1.85	2.10	2.65
Limited Adoption	1.93	1.89	2.25	1.94	1.43	1.42
Open Adoption: School	2.43	2.31	2.01	2.66	2.60	2.33
Open Adoption: Teacher	2.91	2.94	2.17	3.47	3.80	3.47

Textbook Adoption Model Preferences at the Elementary School Level

Elementary school teachers decisively favored the limited adoption model. The advantages they cited included:

- The limited adoption model provides considerable consistency, yet does not force a teacher to use a text with which he or she is uncomfortable.
- Limited adoption meets the needs of the student bodies at individual schools, which may vary widely.
- Teachers have some flexibility in selecting textbooks which are suited to their individual teaching styles.
- Limited adoption may provide each school with a variety of textbooks that can be used by more than one teacher.
- Limited adoption provides some consistency for students who move from school to school.

Potential disadvantages mentioned by elementary teachers were: 1. The possibility that student transfers may be inconvenienced because a different book might be used at the new school. 2. A tranferring teacher might not have access to the book he or she prefers. 3. Limiting a teacher's choice to two or three textbocks may restrict some teachers. 4. Limited adoption might be more expensive.

Elementary school administrators ranked the single adoption model the highest, but they ranked the limited adoption model nearly as high. Either of these models appear to be far more acceptable to elementary administrators than the two open adoption models. Advantages noted for the single adoption model include:

- Single adoption provides for student mobility.

- Single adoption is economical.
- Single adoption encourages consistency and uniformity across the district.

The only disadvantage mentioned by elementary administrators is that single adoption might be too restrictive to teachers.

Advantages cited by elementary administrators for limited adoption were similar to those mentioned by teachers. The administrators who favored limited adoption felt that limited adoption would provide consistency but also allow for flexibility and freedom of choice. Some felt, however, that limited adoption might entail extra expense and discourage district-wide standardization of curriculum.

Textbook Adoption Model Preferences at the Middle School Level

Middle school teachers and administrators both favored the limited adoption model by a considerable margin. The major rationales which both groups expressed were similar to those mentioned by elementary school teachers and principals: limited adoption provides flexibility as well as some degree of standardization. In addition, it was felt that limited adoption would better meet teachers needs and would allow teachers to respond to student needs most effectively. Disadvantages mentioned were also similar to those noted by elementary staffs: possible inconvenience to transferring students, some teachers might be limited in their options, and limited adoption might be incompatible with district standardization.

Textbook Adoption Model Preferences at the High School Level

High school teachers most strongly favored the open adoption by school model. They felt that this model would allow teachers to respond most effectively to the needs of student bodies at individual schools. Teachers also felt that open adoption by school would enhance teacher cooperation within the social studies department and increase teacher satisfaction. It would also make it easier for students to transfer from teacher to teacher within the same school The disadvantages they cited included higher expense, inconvenience to inter-school transfer students, and the possibility that this model might not be consistent with district efforts toward standardization.

Although high school teachers' highest ranking model was open adoption by school, they were also favorably disposed toward the open adoption according to teacher and limited adoption models. Those who most favored open adoption by teacher generally pointed to the fact that it allows for the individual teachers' flexibility and relied on his or her professional judgement. Disadvantages mentioned include its going against the current of standardization, its not providing adequately for student transfers, the higher expense involved, and the possibility that a teacher might exercise poor judgement in selecting the textbook.

Those high school teachers who favored the limited adoption model most often pointed to the fact that it provides flexibility within a consistent general framework. This is similar to the rationale noted by elementary and middle school personnel. High school teachers gave almost no support to the single adoption model.

High school administrators favored the limited adoption model by a considerable margin. Like other groups favoring limited adoption, they felt that it provides flexibility with a basic level of standardization. The second choice of high school administrators was the open adoption by school model.

Conclusions and Recommendations

It is crucial to note that the issues regarding textbook adoption vary from level to level. At the elementary school level, a major issue, especially among administrators, is that of consistency and uniformity. This concern is doubtless due to the fact that, as we have seen, the elementary school social studies program is less consistent, standardized, and defined than the program at other levels. Teachers apparently

recognized this issue as well: they gave relatively little support to the two open-adoption models proposed. The two models favored by teachers and administrators--limited adoption and single adoption, respectively--both address the need for consistency.

At the middle school level, support is strongest for limited adoption on the part of both teachers and administrators, but slightly more support was given by teachers to the open adoption by school model. This most likely reflects the fact that middle school social studies teachers are organized into departments with relatively close working relationships.

At the high school level, schools are so large as to seem virtually self sufficient. Also, a greater sense of collegiality is apparent: high school teachers as a group most likely do exert more control over the social studies programs in their schools than do middle school or elementary school teachers. In this context it would make sense that they should wish to play a collegial role in the selection of textbooks.

For the above reasons, it is appropriate that the adoption process be structured by levels. The elementary school adoption process should be based on the needs and characteristics of the elementary program, as should the adoption processes at the middle school and high school levels. With the factors identified in this evaluation in mind, it will be possible to implement an effective adoption process.

III. H. HOW IS STUDENT PERFORMANCE IN SOCIAL STUDIES EVALUATED? HOW ADEQUATE ARE THESE STUDENT EVALUATION PROCEDURES?

As much as one might emphasize the significance of philosophies and goals, curriculum guidelines, and teaching methods in defining the expectations for the social studies program, in the final analysis it is the teacher's concrete expectations for students as operationalized in grading systems which largely determine what students will learn in class. Students in general direct their efforts primarily toward earning a grade rather than toward learning in a general, abstract sense: they learn material or complete assignments so as to obtain grade letter recognition, rather than acquiring knowledge for its own sake.

As crucial as the student evaluation procedures are for expressing teacher expectations to students, considerable national evidence indicates that teachers approach the evaluation of students unsystematically and unreflectively. The research reviewed by the National Science Foundation, which encompassed a twenty year period, generally indicated that social studies teachers "are not sophisticated about evaluation; do not like it ('wish it would go away'); are generally uninventive in regard to evaluation, using only a limited number of techniques (objective and essay tests, participation in class discussion, and student papers); and tend to ignore all but content objectives in evaluation of students." (Wiley, 1977, pp. 78-79).

John Goodlad, in A Place Called School (1983), points out that although social studies "appears to be particularly conducive to the development of reasoning," and although social studies teachers at all levels listed such skills as hypothesis testing, causal reasoning, and drawing conclusions from data as instructional priorities, the actual classroom tests "reflected quite different priorities." The tests which Goodlad and his researchers examined "rarely required other than the recall and feedback of memorized information - multiple choice, true or false, matching like things, and filling in the missing words or phrases." (Goodlad, 1983, p. 212).

Finally, Project SPAN (1978) pointed out that the most commonly used evaluation practices in social studies classes reinforce the predominant teaching methods (structured lecture and discussion based on textbooks, occuring in large-group settings):

"An examination of the kinds of tests, homework assignments, and class discussion tasks commonly used indicates that teachers evaluate students on only a very narrow range of variables, primarily low-level cognitive operations such as recall of information and applications of concepts." Furthermore, it is pointed out that "although paper-and-pencil tests can measure higher-level thinking operations, most teacher-made tests in fact do not." (Stake and Easley, as quoted in Project SPAN, pp. 14-20).

Given inherent limitations of the present program evaluation, it was not possible to scrutinize the evaluation practices of social studies teachers as thoroughly as would be desirable. The most serious limitation of the present study is the inability of the evaluators to actually examine teacher tests or to interview large numbers of teachers in-depth concerning their evaluation practices. Instead, the evaluators were forced to rely on teacher and student questionnaire responses regarding grading. These data were in turn limited by inevitable imprecisions in the use of terms: using tests as the primary evaluation tool may mean many things depending on the nature of the test and its relationship to the teacher's instructional objectives.

Despite these limitations, it is anticipated that the vast amount of data collected from students and teachers via closed and open-ended questions will yield meaningful, comprehensive patterns.

Teachers' Use of Evaluation Methods

Elementary school, middle school, and high school teachers were asked to rate the influence of nine factors upon students' grades. The results are presented in Figure III. 18., below.

FIGURE III. 18. INFLUENCE OF VARIOUS FACTORS ON TEACHERS' GRADING (BASED ON TEACHER REPORTS)

Scale:

1 = Very Important 2 = Moderately Important 3 = Not Important

Numbers in parentheses represent the relative importance rank of each criterion.

Criteria	Elementary Teachers	Middle School Teachers	High School Teachers
Performance on Tests	2.07 (5)	1.40 (2)	1.35 (1)
Participation in Classroom Discussions	1.22 (2)	1.60 (4)	1.76 (4)
Participation in Classroom Activites	1.17 (1)	1.39 (1)	1.48 (3)
Notebooks	2.30 (9)	1.80 (5)	1.95 (7)
Research Papers	2.16 (8)	1.95 (8)	1.89 (6)
Group Assignments	1.53 (4)	1.87 (7)	2.00 (8)
Field Trips, Fieldwork	2.10 (6)	2.83 (9)	2.80 (9)
Homework	2.14 (7)	1.40 (2)	1.47 (2)
Teacher Observation of Student Behavior	1.29 (3)	1.85 (6)	1.85 (5)

In considering elementary school evaluation practices, it is necessary to recall that elementary students do not receive letter grades on their report cards. Teacher grading patterns reflect the fact that grades assume relatively small importance in the evaluation of elementary students. Teachers reported that classroom activities, classroom discussion, and teacher observations of student behavior had the strongest influence upon how students' performance is evaluated. These were rated "very important" by a large majority of elementary school teachers. Group assignments are also influential, but not to the same degree as the most prevalent methods. The remainder of the factors--tests, fieldwork, homework, research assignments, notebooks—were in the "moderately important" range. None of the grading criteria listed were rated "unimportant". Overall, elementary teachers reported using a wide variety of student evaluation methods, but they apparently rely mainly upon participation, discussion, and behavior observation.

In middle school, classroom activities are the most important factor in determining students' grades. However, tests and homework are reported to be far more significant than in elementary school. Discussion, while still being rated as important, is considerably less important than in elementary school. All types of written assignments, including notebooks and research papers, are significantly more important in middle school than in elementary school. Teacher observation of student behavior, though still reported as being important, dropped in relative importance compared to elementary school. Field trips were reported to have almost no influence on grades. This is most likely attributable to the lack of field trip opportunities reported by middle school teachers.

At the high school level, tests are the most influential factor in determining grades, followed by homework and classroom activites. Discussion was reported to be relatively important, but to a lesser degree than in middle school and elementary school. Teacher observation of student behavior was reported to be moderately influential, as were research papers, notebooks, and group assignments. Fieldwork and field trips, as in middle school, were unimportant as a factor in grading.

Teachers at all levels were also asked to express their attitudes—via two open-ended questions—toward the student evaluation procedures which they employ: "Under ideal circumstances, how would you evaluate student performance? How does this compare with how you are currently evaluating student performance?" and "What factors account for any differences between how you are now evaluating student performance and how you would prefer ideally to evaluate student performance?"

At the elementary school level, the most frequently preferred evaluation methods correspond closely to the practices actually used. Elementary teachers generally expressed a preference for a variety of methods, most commonly observation of students, classroom participation, discussion, and various types of classroom work, including group work. Very few teachers expressed dissatisfaction with the student evaluation procedures which they currently use. Those who were dissatisfied most commonly mentioned time as the major obstacle to using more effective evaluation procedures. A few teachers mentioned APS guidelines, including standardized testing and grading expectations, as obstacles.

As might be expected, tests figured more prominently in the middle school teachers' ideal evaluation methods. However, as with elementary teachers, middle school teachers would prefer ideally to use a wide variety of evaluation techniques, including using participation, observation, written work, discussion, attitudes and behavior, homework, and research projects as well as tests.

As contrasted with elementary teachers, more middle school teachers (27 out of 111) would grade differently in ideal circumstances. Those who expressed a desire for change suggested smaller classes, the elimination of grades, or elimination of concessions to those students who don't cooperate. Obstacles cited included class size, student background and behavior, parent expectations, teacher fatigue, and APS regulations.

A majority of high school teachers appeared to be generally satisfied with the types of evaluation methods which they used. However, many teachers expressed a desire to make some changes in the techniques they used. The most commonly mentioned changes were: more evaluation of student writing skills; allowing more for individual differences; smaller classes; interviews; oral examinations; and student self-evaluations. Although a general level of satisfaction existed, more high school teachers than elementary and middle school teachers expressed a preference to grade student performance differently under ideal circumstances.

The most common obstacles cited by high school teachers included class size (20%), time (15%), lack of student motivation and attendance (15%), and rules and administrative expectations (5%). Some teachers pointed out that parent expectations inhibit change or that students prefer concrete evaluation procedures such as tests, homework, and assignments.

In summary, although elementary school teachers were generally satisfied with the evaluation procedures they used, many middle school and high school teachers would prefer to evaluate students differently in ideal circumstances. Although suggested alternatives vary widely, common themes were the desire to use a wider variety of grading methods and to do more in-depth evaluations. Obstacles to change at both levels include student motivation, behavior and attendance; district expectations; lack of time; and large class size and large numbers of students.

Student Opinions Regarding Evaluation of Student Performance

Eighth grade students and high school students were also asked their opinions regarding grading, via the following questionnaire item: "Do you think your grade reflects what you have learned and/or accomplished in this class?" High school students were additionally asked to explain any discrepancies.

A majority or plurality of students at both levels appeared to feel that their grade reflected their levels of learning and/or accomplishment. Forty-seven percent (47%) of the 8th grade students felt their grades were reflective of their learning and accomplishment, 26% felt their grades were not reflective and 26% reported "don't know; no opinion". This level of uncertainty may reflect a lack of sophistication of 8th grade student regarding grades.

Sixty percent (60%) of the high school students answered "yes", their grade reflected what they learned or accomplished in class. Thirty-five percent (35%) answered "no", and 5% expressed no opinion. The comments of the high school students are fascinating, because they provided a glimpse into the inner dynamics of school grading systems and the expectations, behavior, and attitudes which are connected to these systems.

Seven percent of the 568 high school students reported that they had learned more than their grades reflected. Some of these students reported that they got nervous during tests, or forgot the material just before the test. Others reported that, although their understanding of the subject increased dramatically and that they had developed personally, they couldn't express this "deeper" knowledge on tests. Other students (23) expressed a related concern that what is required on tests does not necessarily reflect the quantity or quality of learning.

A different issue was highlighted by those (36) students who reported that although they learned a lot, they were too lazy or irresponsible to comply with classroom expectations, especially turning in homework or assignments. Similarly, some students (7) reported that they just didn't like the class and therefore refused to do any work.

On the other side of the coin, some students reported that although they complied with expectations and did well in class, they forgot everything immediately following the test (4), learned less than their grade might indicate (15), or "just copied notes" (1). Two student comments dramatize this issue: "I have only taken in facts and thrown them back," and "You can't learn when you just copy notes."

In summary, although high school and middle school students generally felt that the grades they had received in class reflected what they learned and/or accomplished, a substantial minority pointed to the limitations of grades and the grading systems.

Counselor and Administrator Views of Desirable Evaluation Practices

In order to provide additional perspectives on the most desirable evaluation practices in social studies, elementary school, middle school, and high school counselors and administrators were asked the following questions: "How do you think students' performance in social studies classes should be evaluated, i.e., what methods and criteria should teachers use to grade students?"

While administrators provided a wide variety of suggestions, the most common responses were "exams primarily", discussion, district-standardized testing, observation (at the elementary level), a variety of methods, "it's up to the teacher", and performance standards. Administrators in general tended to emphasize the use of examinations, either teacher-made exams or district - or state-mandated exams.

Counselors also proposed using a wide variety of methods. Testing was the most frequently favored evaluation device, but many others were also proposed: participation by students, teachers observation (generally at the elementary school level), demonstration of concepts by students, research papers and reports, group work, homework, oral reports, and projects.

Conclusions: Evaluation Techniques Used by Social Studies Teachers

Elementary school social studies teachers reported using the widest variety of evaluation techniques, including observation of student behavior, student discussions, group activities, field work, classroom activites, tests, and research papers. Middle school and high school teachers tended to de-emphasize fieldwork, teacher observations and classroom discussions in favor of homework and assignments. Classroom activities were a commonly used evaluation tool by all levels of teachers.

Although elementary teachers appeared to be generally satisfied with the evaluation methods they employed, a considerable number of middle school and high school teachers expressed some degree of dissatisfaction with current evaluation practices. Those who were dissatisfied most frequently wished to use a wider variety of evaluation methods and to do more in-depth evaluation. However, the same teachers recognized formidable obstacles to change, including lack of time, large class sizes, district expectations, and student motivation, behavior, and attendance.

Although middle school and high school students appeared to be basically satisfied with the evaluation methods in their present social studies classes, some high school students pointed out the lack of correspondence between a student's grade and what he or she learned.

Examining the overall pattern of student evaluation, it appears that teachers largely use (and students are satisfied with) relatively limited, concrete, and information-oriented evaluation techniques. Much emphasis, especially at the secondary level, is placed upon doing assignments and taking tests. Although what is actually included in tests is not known, it seems unlikely that the evaluation techniques used most frequently would encourage student acquisition or application of higher-level skills.

In all, it appears that in APS as well as nationally, there may be a lack of correspondence between the goals of social studies (citizenship, critical thinking, problem solving, values, and socialization) and the standards by which students are evaluated in practice. This discrepancy, if true, seems to be partially determined or at least reinforced by the institutional arrangements and expectations of the classroom and the "system", in which teachers and students are enmeshed. It appears also to be related to the orientation of the social studies program toward learning specific facts and concepts rather than in using and applying concepts and skills. This issue will be addressed more directly in the next section of the evaluation, concerning the effectiveness of the social studies program.

IV. THE EFFECTIVENESS OF THE SOCIAL STUDIES PROGRAM IN THE ALBUQUERQUE PUBLIC SCHOOLS

INTRODUCTION

The movement toward accountability has been one of the major educational trends of the last ten years. In response to demands for educational accountability from political, educational, civic leaders as well as the general public, educators have sought ways of demonstrating that schools are effectively carrying out their responsibilities.

To thoughtful observers, however, this movement has raised more questions than it has answered: What is an effective school? How can effective programs be developed and supported? How does one measure effectiveness? What responsibilities do students have in ensuring educational excellence? What are the roles of the home and the community in education?

In social studies, the issues surrounding effectiveness are especially complex. In a subject such as mathematics, the learning expected of a student is generally confined to mastering the theory and practice of the subject matter as well as perhaps understanding the importance of mathematics. In social studies, however, much broader goals and objectives have been identified. Social studies educators have undertaken the responsibilities of promoting citizenship, personal development, the welfare of society and the world as well as the responsibility of teaching the content and skills that are identified with social studies. The more that social studies has addressed these broad and fundamental issues, the more difficult it has become to measure social studies effectiveness. How does one determine whether a student will vote, let alone become an active, informed, and responsible member of society?

In addition to such difficulties, efforts to assess the effectiveness of social studies programs are further burdened by obstacles that have been pointed out previously in the present evaluation: the confusion and disagreement regarding goals, the lack of curricular focus in social studies, and the uncertainty and disagreement regarding how social studies should be taught.

In view of all of these difficulties and ambiguities, it is clear that addressing the issue of effectiveness in social studies is no easy task. And yet, the attempt must be made. For in this era of educational accountability, if social studies educators do not confront the issue of accountability directly and effectively, others with far less understanding of the field may use inappropriate accountability criteria which may even interfere with the accomplishment of the most important social studies goals.

The section of this evaluation which concerns effectiveness moves in a logical progression. First, the foundation for considering social studies program effectiveness is laid by asking: what are the most appropriate criteria and methods for assessing the effectiveness of the K-12 social studies program? After relevant criteria have been discussed, the attitudes of students, parents, and educators toward the effectiveness of the APS social studies program will be presented. This data will yield insights into how well the social studies program is accomplishing some of the major goals of social studies. When all of these aspects of social studies program effectiveness are viewed together, a coherent view of the effectiveness of the APS social studies program will emerge.

A. WHAT ARE THE MOST APPROPRIATE CRITERIA FOR ASSESSING THE EFFECTIVENESS OF THE SOCIAL STUDIES PROGRAM IN THE ALBUQUERQUE PUBLIC SCHOOLS?

In recent years, the demand for educational accountability has arisen from all directions: national commissions—such as the National Commission on Excellence in Education—have called upon schools to institute higher standards; civic and community groups have demanded qualified graduates; colleges and universities have criticized the quality of entering students and called for better preparation of high school graduates; and parents have focussed increasing attention upon student scores on nationally standardized tests.

The field of social studies has played an anomalous role in the accountability movement. First of all, when the call, "Back to the basics!" has been sounded, it is not clear whether or not social studies was included. Rather, the term "the basics" has meant for many—either implicity or explicitly—reading, writing, and arithmetic. As a result, nationally, elementary schools in particular seem to have responded to accountability demands by de-emphasizing such fields as social studies and science. In 1977, the National Science Foundation, as has been mentioned, reported an apparent decline in the number of instructional hours devoted to social studies in elementary school since the onset of the "accountability movement". At the secondary level, social studies generally has more required courses allotted to it than any other subject except English. And yet, at the secondary level, "the basics" is often taken to mean those courses that directly prepare students for jobs and careers. Consequently, such fields as science, mathematics, and recently computer education have gained more national attention than has social studies.

In spite of the inconsistent attention paid to social studies, the critical importance of social studies cannot be denied. Especially in this increasingly complex and technologically oriented society, the necessity for social understanding is paramount if wise political, economic, and social decisions are to be made.

Social studies has thus not received a large share of attention in the national educational accountability movement. In part this has been due to an apparent lack of understanding of social studies programs on the part of the general public. The lack of emphasis on social studies has also been reinforced, however, by the reluctance and/or inability of social studies professionals to come to terms with the accountability movement.

The inadequacies in the assessment of social studies are partly due to the confusion and disagreement concerning goals and content which have been pointed out by numerous experts and alluded to in the present report. For example, the National Council for the Social Studies Curriculum Guidelines (1977) specify that a consistent plan of evaluation based on program goals and content is a key component of a complete social studies program. However, it is difficult to imagine a satisfactory assessment program when curriculum goals and learning outcomes are not adequately defined or agreed upon. Thus, a social studies assessment program which confined itself largely to recall of specific facts might satisfy some social studies educators. However, such an assessment program might seriously threaten the claims of these who believe social studies should emphasize the encouragement of social criticism or the transmission of values, for example.

Furthermore, it is possible that debate concerning goals and purposes has precluded in-depth, sustained discussion of assessment and accountability issues. Although much discussion has occurred regarding accountability in social studies, little of the discussion has addressed either the philosophical or practical issues involved or sought to bring together the goals of social studies and the need for accountability in the form of assessment programs (Williams and Moore, 1980).

The end result is that one still finds "inadequate treatment of assessment issues in social studies" (Williams and Moore, 1980, p. 3). Some authorities deal with the accountability issue by claiming that social studies goals are too abstract and pervasive to be subject to measurement via testing. Other experts see the need for accountability, but do not know how to accomplish it. And some — state departments of education, test developers, and others — are busily occupied in specifying performance standards and test objectives for social studies without a thorough understanding of the unique assessment needs that are present in social studies. The current situation is clearly a difficult one. Williams and Moore (1978, p. 4) point out that William Hartley's statement in his preface to the 35th Yearbook of the National Council for the Social Studies is still valid: "The process of testing in the social studies has long been a problem area - the subject of disagreement and controversy."

The entire discussion is focused on one central question: how does one determine whether a social studies program is effective? In this section of the evaluation, four possible approaches to program asessment will be discussed and critiqued:

1. Standardized tests (including the Comprehensive Tests of Basic Skills, which is mandated by the New Mexico State Department of Education.)
2. Social studies tests developed at the district level.
3. School and classroom based assessment.
4. Other assessment methods.

1. Standardized Tests Given in the Albuquerque Public Schools as Measures of Social Studies Program Effectiveness

The most common method of assessing program effectiveness is the use of standardized tests. In the Albuquerque Public Schools, two state-mandated tests are given to students. The Comprehensive Tests of Basic Skills (CTBS) is given at the 3rd, 5th, and 8th grades, and the New Mexico High School Proficiency Examination (NMHSPE) is administered in the sophomore year of high school. The CTBS at each level includes a social studies subtest, and the NMESPE includes two subtests that are directly related to social studies: consumer economics and government and law.

The CTBS social studies subtests at each grade level contain 40 items. Typically, these subtests present reading passages, maps, and charts to the student and ask the student to recall facts, draw conclusions, or make inferences from the material that is presented. As the publishers of the CTBS readily acknowledge, "some overlap is inevitable between reading comprehension and social studies skills." This is due to the fact that social studies skills are intimately related to the broad goals of education in general. The CTBS, however, has attempted to reduce the overlap between social studies and reading comprehension by asking questions that require "understanding of social science concepts and processes. For example, describing a mysterious occurence, a reading comprehension question might be, 'which person solved the mystery?' A social studies question might be, 'which person was in authority?'" (CTB McGraw-Hill, 1982, p. 26) The CTBS further attempts to distinguish social studies from reading comprehension by presenting information in social studies - related visual formats, including "maps, graphs, flow diagrams, timelines, photographs, cartoons, and other visual representations." In the CTBS, "a few items depend on previously memorized material, but the majority emphasize the processing of information." The test is designed in this way so as to reflect "the contemporary trend in social studies toward teaching process and social science reasoning rather than facts alone" (p. 27).

The publishers claim that in the CTBS social studies subtest, therefore, the emphasis is placed upon social studies skills and concepts rather than upon knowledge of facts.

This orientation creates a number of problems. First, many of the social studies concepts used in the examination are not unique to social studies and are not defined in a rigorous enough social studies framework that they would require a student to have social studies background to answer them. The concept of authority, which was used by CTBS to illustrate the orientation of the test, provides a good example. A student is not required to have taken any social studies whatsoever to understand what "authority" means in a reading passage. He or she could have learned the word at home, with friends, or in other school classes. Authority, in the sense in which a sociologist or political scientist might use it, may be a social studies concept. In the context of a CTBS reading passage which does not require rigorous definition of concepts or understanding or how one concept may relate to others in a theoretical system, it is questionable whether "authority" is specifically a social studies concept.

The same is true for using maps and charts. At the basic level in which questions are asked via the CTBS, a student can usually answer the question whether or not he or she has taken any social studies courses or programs. This is particularly true since the test is given at early grade levels in APS. At these grade levels extremely advanced or complicated concepts are not likely to be tested.

A second difficulty is the neglect of content-oriented facts in the social studies subtest of the CTBS. Although it is true that contemporary social studies experts tend to de-emphasize facts at the expense of skills, it is also true that without facts no subject truly exists. What would mathematics be without the "fact", 2 plus 2 equals four? How much understanding of American history is possible without the knowledge that the United States became independent of Great Britain or fought a civil war? The almost entire omission of social studies facts from the CTBS social studies subtests means that in actual fact the subtest is basically a reading comprehension test rather than a test of students' mastery of social studies.

These two limitations of the CTBS social studies subtest lead to a serious problem: students can literally perform just as well on the CTBS social studies test regardless of which social studies courses or programs they have taken. The test simply does not reflect social studies as a separate subject with its own orientation and its unique content and skills. In practical terms, this means that:

1. Even if an elementary teacher neglects social studies entirely, students may still do well on the examination.
2. A teacher or a school is not held accountable for social studies instruction on the basis of CTBS scores.
3. Teachers, students, administrators, and parents have no way of knowing — based on standardized tests - how well their students are learning social studies knowledge and concepts.

It may be concluded, therefore, that the CTBS is extremely limited as a means of assessing the effectiveness of social studies programs. The limitations of the CTBS leave a serious gap in social studies assessment and may be related to the relatively slight emphasis place on social studies at the elementary school level. It is essential to keep these limitations in mind when examining the CTBS scores of students in the Albuquerque Public Schools.

The performance of APS students on the CTBS social studies subtest are presented in Figure IV, 1 below.

FIGURE IV. 1 PERFORMANCE OF STUDENTS IN THE ALBUQUERQUE PUBLIC SCHOOLS ON THE CTBS, 1982-1984.

Figures respresent average percentile scores for students taking the examination.

Grade Level	1984	1983	1982
Third Grade	63rd Percentile	57th Percentile	———*
Fifth Grade	58th Percentile	59th Percentile	56th Percentile
Eighth Grade	68th Percentile	69th Percentile	59th Percentile

* The CTBS was not given to APS third grade students in 1982.

The CTBS testing data indicate that APS students in grades three, five, and eight are performing considerably above the national average on the CTBS social studies subtest. However, it must be recalled that this performance appears to be related more directly to their reading ability than to their mastery of social studies content and skills.

The New Mexico High School Proficiency Examination

Since the CTBS is not given at the high school level in the Albuquerque Public Schools, the New Mexico High School Proficiency Examination is the major standardized assessment instrument for social studies at the high school level. The New Mexico High School Proficiency Examination (NMHSPE) is a basic skills test mandated by the State Board of Education. Designed to assess students' acquisition of basic functional life skills, the NMHSPE tests students' abilities to apply skills learned in school to real-life situations. Students who pass the NMHSPE receive diploma and transcript endorsements from the State Department of Education. A student is not required to pass the NMHSPE in order to graduate.

The New Mexico High School Proficiency Examination includes two subtests that are directly related to social studies: Government and Law and Consumer Economics. Content in these subtests is reflected in the ninth grade civics course that students are required to take for graduation. The Government and Law subtest assesses such knowledge and skills as: knowing your rights in court; defining the best way of influencing elected representatives; understanding the structures and functions of the various branches of government; knowing what demands the government may legitimately make (for example, taxes); and understanding the operation of the legal system.

Traditionally, performance of APS sophomores on the Government and Law subtest has been the weakest of the NMHSPE subtests. In 1983, for example, the average student answered 61% of the Government and Law items correctly compared with 78% of the Community Resources items. In 1984, however, student performance in Government and Law improved: the average student answered 80% of the Government and Law items correctly. Some of the improvement appears to be due to the inclusion of easier items in the subtest than in past years. However, even when item difficulty is taken into consideration, students still performed better on the 1984 Government and Law section than did students in previous years.

Over the years, students have tended to have particular difficulty with specific facts concerning the American governmental system: the length of terms of office in the

executive and presidential nomination procedures. They have tended to perform best when asked about content that may be more concrete and practical: individual rights, hiring a lawyer, and demands that the government may make.

All in all, the Government and Law section of the NMHSPE has consistently revealed gaps in student knowledge and understanding. Some improvement appears to have been made, but students understanding of the governmental and legal systems still appears to be inconsistent. This assertion, incidentally, is confirmed by results of an assessment (refer to Section IV,C, p.203), conducted during the current evaluation.

The Consumer Economics section of the NMHSPE assesses the extent to which students "know how to manage a family economy and to demonstrate an understanding of sound purchasing practices." It includes such topics as family budgets, how and why taxes are collected, placing orders for goods, principles of crime prevention, and where to get help for consumer complaints. Over the years, Consumer Economics has been one of the weakest of the five content areas for students. In 1984, however, students performed better in Consumer Economics than in any other subtest, even when item difficulty is considered. The average student, in fact, answered 87% of the Consumer Economics items correctly. This dramatic improvement from 1983 (in which students scored an average of 68% correct) could well be the result of improved instruction in APS social studies program.

In general, therefore, results on the New Mexico High School Proficiency Examination Government and Law and Consumer Economics subtests indicate that student knowledge of the social studies-related content and skills included in the test seems to be improving. It is important to remember the limitations of the examination as a general assessment tool for social studies, however. The major limitations are the fact that the test covers basic knowledge and skills only and in a narrowly circumscribed range of content. It does not assess students' mastery of some of the higher level knowlege and skills that are needed for citizenship, such as anaylsis or synthesis of data. Therefore, although the results are encouraging, a student passing the NMHSPE has demonstrated basic skills only and not necessarily the type of knowledge, skills, and attitudes which Jefferson felt should characterize citizens.

Both of the standardized tests used in the Albuquerque Public Schools to assess social studies therefore have serious limitations as assessment tools. This local situation reflects the national situation, in which tests at the elementary and middle school levels generally neglect social studies as a discipline and in which adequate nationally standardized tests designed to measure the content and skills learned in high school do not exist.

The lack of nationally standardized social studies tests that reflect the high school curriculum and which measure both content and skills creates a serious gap. In these days of educational accountability, a subject that is not tested is not likely to be considered important by students, educators, or the public. Although it is true that it is difficult to design standardized tests which assess both content and skills at appropriately high levels, it can be done. Williams and Moore have provided examples of test items in social studies that measure high level skills as well as knowledge. No one would deny that such tests as the Scholastic Aptitude Test, standardized though they are, assess high level knowledge and abilities. As Williams and Moore asserted, it is time for social studies educators to lend their support and efforts of the development of tests that reflect the most important goals of the field.

2. District-Developed Tests

Across the nation, some school districts have developed tests designed to assess the effictiveness of their programs. In the Albuquerque Public Schools such tests in reading and math exist at the elementary school level as part of a newly implemented performance standards program. At the high school level, A High School Study, a report undertaken by the Instructional Research, Testing, and Evaluation Department of APS in cooperation with the high schools and district administrators, recommended a program of pre- and post-testing for individual high school courses, including social studies. The rationale for this proposal is that a test will provide useful feedback concerning the instructional program.

While this proposal is certainly useful and needed, care must be taken in the development of social studies assessment instruments. If district social studies tests are developed, it would be essential that the tests include skills as well as content. Mastery of concepts and higher order thinking skills would need to be measured as well as recall of facts. In this way, social studies courses would not be assessed according to their effectiveness at teaching students miscellaneous facts at the expense of deeper understanding. That such reductionism is conceivable is demonstrated by one nationally marketed group of social studies tests, which are almost exclusively based on simple recall of facts and information.

As stated previously, social studies programs should welcome and encourage testing, since testing partially both reflects and determines the priorities of teachers, administrators, parents, and the community. It is essential, however, that the testing program encourage rather than hinder students' acquisition of important knowledge, attitudes, and skills.

3. School and Classroom Based Assessment

The limitations of standardized testing programs at the district, state, and national levels which are widely recognized. In social studies this has led some experts (Wehlage, Popkewitz, and Hartoonian, 1973, as quoted in Williams and Moore, 1978) to go so far as to state that it is improper to specify student outcomes within the context of an assessment program. However, one of the reasons that general standardized tests are used so frequently is that adequate assessment methods at the school and classroom levels are usually lacking.

The apparent shortcomings of teacher assessment of students have previously been mentioned. It has also been noted that teacher expectations are mainly expressed through grading systems. That is, students learn what they learn for the sake of grades, not for the intrinisic value of learning. The corollary is that if assessment is to be truly effective, it must be improved at the level of the individual classroom teacher. At present, assessment seems to be a by-product of the need to assign grades. It is rarely viewed as a powerful instructional tool in and of itself. And as has been stated previously, the methods used by teachers to assess students do not appear to correspond to the goals of the program.

It would be highly beneficial to improve the assessment of social studies at the level of the individual classroom. By means of inservice workshops, teachers could be encouraged to assess students in ways that supplement state and district testing programs. For example, although standardized tests cannot include extensive writing assignments, individual teacher tests can. Extension of assessment methods used could lead to the assessment of a broader range of social studies related skills, including synthesis and analysis, research and reference skills, and writing.

Such types of assessment instruments could even been used at the school or district level to supplement standardized testing programs. They could provide information which cannot be gathered through standardized tests such as information concerning student attitudes, thought processes, and modes of analysis.

4. Other Assessment Methods

Some social studies researchers have expressed the need to assess the real-life impact of social studies. According to some experts, the final test of social studies is not what students have learned on a test, but rather whether social studies has encouraged students to become active, intelligent, and effectual members of the social, political, and economic systems.

In the broadest sense, the achievement of many social studies goals cannot even begin to be assessed until students have left school. The development of knowledge, skills, and attitudes related to citizenship is a life-long process. Social studies is a field whose goals—more than any other field—have implications that extend beyond the classroom. Although evaluation beyond the context of the school may be difficult, the possibilities are worth exploring. In fact, the entire issue of how social studies program effectiveness is assessed is so difficult and yet so important that it deserves far greater attention than it has received. When such attention is focussed on social studies, it is recommended that assessment programs consider how to measure the widest range of social studies goals, including knowledge, values, and attitudes.

B. WHAT ARE THE ATTITUDES OF STUDENTS, TEACHERS, ADMINISTRATORS, AND PARENTS REGARDING THE EFFECTIVENESS OF THE SOCIAL STUDIES PROGRAM?

The attitudes of students, parents, and educators toward the effectiveness of the social studies program can have a great deal of impact on the program. People often act on the basis of what they believe to be true, whether or not their beliefs are based on firm knowledge. Parents, for example, may know little about the social studies program. But if students appear to be learning facts, concepts and skills that parents perceive to be important, then parents are more likely to support the social studies program and student achievement is also likely to be enhanced.

As has been previously stated, very few teachers, counselors, administrators, parents, or students rated their familiarity with the K-12 social studies program high. Although many respondents reported familiarity with their own level (elementary, middle school, high school) very few knew much about other levels. In light of such limited knowledge concerning the social studies program as a whole, the degree of correspondence between attitudes regarding effectiveness and "actual" program effectiveness may be small.

This difficulty is complicated by the fact that students, teachers, parents, counselors, and administrators do not agree on the goals of social studies. What is an effective program in one person's view may be an ineffective program in another's view. For example, if one student feels the most important goal of social studies is to teach patriotism, his or her views of program effectiveness may be entirely different from a student who believes social studies should teach students important facts and concepts.

A further difficulty is the lack of adequate test data or other measures that could inform the opinions of educators, students, and the public regarding social studies effectiveness. The lack of adequate assessment of social studies in the Albuquerque Public Schools and nationally has been pointed out in the previous section of this evaluation. This lack of adequate data regarding the program means that parents, for example, have no systematic way of knowing what students are learning or not learning

in social studies. For example, they cannot look in the newspaper to read about meaningful test scores in social studies. In the absence of such data, parents may tend to form their opinions regarding program effectiveness haphazardly and possibly with little knowledge of the program.

Although the opinions of educators, students, and parents regarding the effectiveness of the social studies program may or may not be based on accurate knowledge concerning the program, it is nevertheless essential to assess these perceptions. It is only in this way that the social studies program can effectively be responsive to the needs and preferences of the public.

In order that attitudes toward program effectiveness could be assessed, the following questions were asked via questionnaires:

1. Teachers, counselors, administrators, parents, and high school student were asked to rate the effectiveness of the social studies program in achieving the eight representative social studies goals that were identified in the "goals" section of the evaluation:

   - To help students develop an understanding and appreciation of American values, institutions, and ways of life.
   - To encourage students to participate actively in the society and in the political system.
   - To teach students how to use the methods of the social sciences.
   - To encourage students to examine public issues, including controversial issues.
   - To help students learn to evaluate and critically examine the society in which they live.
   - To teach students important facts and concepts in history, civics, geography, sociology, and psychology.
   - To help students understand the histories, traditions, values, institutions, and characteristics of countries and cultures throughout the world.
   - To encourage the personal development of students by teaching about values, decision making, and getting along with others.

2. Parents, administrators, counselors, and high school students were asked to grade (A,B,C,D, or F) the social studies program as a whole. Teachers were not asked to grade the program because many teachers felt unable to provide an overall rating for the entire program.

3. All groups were encouraged to provide any additional comments regarding the effectiveness of the social studies program by means of open-ended questions.

Attitudes Concerning the Achievement of the 8 Social Studies Goals

Attitudes concerning the effectiveness of the APS social studies program as a whole in developing in students an understanding and appreciation of American values, institutions, and ways of life are presented in Figure IV.2, below.

FIGURE IV. 2. ATTITUDES CONCERNING THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN DEVELOPING IN STUDENTS AN UNDERSTANDING AND APPRECIATION OF AMERICAN VALUES, INSTITUTIONS, AND WAYS OF LIFE.

Figures represent the percentage of respondents in each group rating the program very effective, effective, ineffective, and very ineffective. "No opinion" responses (including omitted responses) are also reported. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	No Opinion
Elementary Teachers	8%	61%	14%	3%	14%
Middle School Teachers	18%	51%	17%	2%	13%
High School Teachers	9%	67%	16%	1%	7%
Parents	13%	49%	19%	4%	15%
Elementary Administrators	11%	66%	14%	3%	6%
Middle School Administrators	21%	71%	8%	0%	0%
High School Administrators	36%	50%	14%	0%	0%
Elementary Counselors	3%	38%	24%	7%	28%
Middle School Counselors	18%	53%	21%	3%	6%
High School Counselors	14%	62%	8%	0%	16%

DISCUSSION

In terms of relative importance compared to the other goals, the goal of encouraging students to develop an understanding and appreciation of American values, institutions, and ways of life was considered by most groups to be the most important of the eight goals. The only exceptions to this rule were elementary school teachers, counselors, and administrators, who generally saw encouraging the student's personal development as more important.

In all cases except for elementary counselors, at least 60% of the students, parents, teachers, administrators, and counselors perceived this goal as being achieved effectively or very effectively. Thus, perceptions concerning the achievement of this goal were generally positive. In fact, on only one other goal did most groups perceive more

success. In spite of this generally positive view, however, at least twenty percent of the parents, high school students, elementary counselors, and middle school counselors felt that the program was ineffective at helping students develop an understanding and appreciation of American values, institutions, and ways of life.

Attitudes concerning the effectiveness of the APS social studies program in encouraging students to participate actively in society and in the political system are presented in Figure IV. 3, below.

FIGURE IV. 3. ATTITUDES CONCERNING HOW EFFECTIVELY THE APS SOCIAL STUDIES PROGRAM ENCOURAGES STUDENTS TO PARTICIPATE ACTIVELY IN SOCIETY AND IN THE POLITICAL SYSTEM.

Figures represent the percentage of respondents in each group answering "very effective", "effective", "ineffective", and "very ineffective". Omitted responses, including "no opinion" responses, are also reported. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	No Opinion
Elementary Teachers	5%	43%	24%	7%	21%
Middle School Teachers	10%	41%	29%	5%	14%
High School Teachers	5%	45%	36%	4%	9%
High School Students	9%	33%	31%	14%	13%
Parents	10%	35%	28%	11%	16%
Elementary School Administrators	3%	49%	30%	9%	9%
Middle School Administrators	13%	38%	42%	0%	8%
High School Administrators	9%	64%	27%	0%	0%
Elementary Counselors	0%	35%	32%	12%	21%
Middle School Counselors	12%	35%	32%	12%	9%
High School Counselors	8%	38%	30%	8%	16%

DISCUSSION

In terms of importance relative to the other seven goals, the goal of encouraging students to participate actively in the society and in the political system was rated moderately important by all groups.

In terms of effectiveness, the percentage of respondents in each group who rated the program effective or very effective in achieving this goal ranged from 42% (high school students) to 73% (high school administrators). The percentage of respondents rating the program ineffective or very ineffective ranged from a low of 27% (high school administrators) to a high of 45% (high school students). Although the goal of encouraging students to participate actively in society and politics has been frequently emphasized by national social studies experts and although it is addressed to some extent in APS via the civics program, it does not appear to be emphasized to a great extent in the Albuquerque Public Schools. In any case, it is widely believed that it is being achieved only moderately effectively or ineffectively. This may be related to the lack of importance—compared to other goals—assigned to this goal by educators, students, and parents in APS.

Attitudes concerning the effectiveness of the APS social studies program in teaching students how to use the methods of the social sciences are summarized in Figure IV. 4, below.

FIGURE IV. 4. ATTITUDES CONCERNING THE EXTENT TO WHICH APS SOCIAL STUDIES IS EFFECTIVELY TEACHING STUDENTS TO USE THE METHODS OF THE SOCIAL SCIENCES.

Numbers represent the percentages of respondents in each category rating the program "very effective, "effective", "ineffective", and "very ineffective". "No opinion" and omitted responses are noted in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	4%	37%	27%	6%	26%
Middle School Teachers	10%	44%	26%	6%	14%
High School Teachers	4%	38%	43%	9%	5%
High School Students	8%	29%	32%	17%	15%
Parents	9%	28%	31%	15%	18%
Elementary Administrators	3%	46%	37%	8%	6%
Middle School Administrators	13%	33%	42%	4%	8%
High School Administrators	5%	46%	41%	8%	0%
Elementary Counselors	0%	21%	41%	7%	31%
Middle School Counselors	12%	35%	32%	18%	3%
High School Counselors	8%	32%	38%	5%	16%

DISCUSSION

Teaching students to use the methods of the social sciences was generally considered to be of least relative importance by teachers, counselors, administrators, parents, and students.

The same groups also generally rated the effectiveness of the social studies program in achieving this goal lower than any other goal. The percentage of respondents who felt this goal was accomplished effectively or very effectively ranged form 21% (elementary counselors) to 51% (high school administrators). The percentage of

respondents rating accomplishment of this goal as ineffective or very ineffective ranged from 32% (middle school teachers) to 52% (high school teachers).

As seemed to be true with the previous goal, it does not appear that teaching students to use the methods of the social sciences is widely considered to be important. It also seems as though many respondents do not believe that it is being effectively achieved.

Attitudes toward the effectiveness of the APS social studies program in encouraging students to examine public issues are presented in Figure IV. 5, on the next page.

FIGURE IV. 5. ATTITUDES CONCERNING THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN ENCOURAGING STUDENTS TO EXAMINE PUBLIC ISSUES.

Numbers represent the percentage of respondents in each category who rated the program "very effective", "effective", "ineffective", and "very ineffective" in achieving this goal. "No response" and omitted answers are included in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	3%	41%	28%	5%	24%
Middle School Teachers	13%	44%	24%	5%	14%
High School Teachers	14%	51%	30%	1%	4%
High School Students	17%	40%	20%	11%	12%
Parents	13%	39%	25%	8%	15%
Elementary Administrators	0%	49%	49%	0%	3%
Middle School Administrators	13%	38%	42%	8%	0%
High School Administrators	14%	73%	9%	5%	0%
Elementary Counselors	3%	35%	28%	14%	21%
Middle School Counselors	9%	53%	24%	12%	3%
High School Counselors	14%	46%	19%	5%	16%

DISCUSSION

The goal of encouraging students to examine public issues was generally considered to be of moderate importance relative to the other seven goals. In terms of effectiveness, opinions of the different groups varied considerably. Whereas elementary teachers, middle school teachers, and elementary school counselors frequently felt that the goal was not being accomplished effectively, high school teachers, high school administrators and parents rated achievement of this goal relatively high. High school students, elementary and high school administrators, and middle school and high school counselors gave it "moderately effective" ratings on the average. Estimates of program effectiveness in encouraging students to examine public issues thus varied widely. Since no patterns

by level or role are discernible, it appears that considerable disagreement exists concerning the accomplishment of this goal. This disagreement may be the result of varying degrees of emphasis and attention accorded to this goal by individual teachers and programs.

Attitudes toward the effectiveness of the social studies program in helping students learn to evalutate and critically examine society are presented in Figure IV. 6, on the next page.

FIGURE IV. 6. ATTITUDES CONCERNING THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN HELPING STUDENTS LEARN TO EVALUATE AND CRITICALLY EXAMINE THE SOCIETY IN WHICH THEY LIVE.

Numbers represent the percentage of respondents who rated the social studies program "very effective", "effective, "ineffective", and "very ineffective" in achieving this goal. "No opinion" or omitted responses are included in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	9%	44%	24%	3%	21%
Middle School Teachers	16%	42%	25%	4%	13%
High School Teachers	14%	52%	23%	9%	13%
High School Students	18%	36%	23%	9%	14%
Parents	9%	35%	30%	10%	17%
Elementary Administrators	6%	40%	46%	3%	6%
Middle School Administrators	13%	25%	54%	0%	8%
High School Administrators	9%	59%	27%	5%	0%
Elementary Counselors	7%	31%	31%	10%	21%
Middle School Counselors	6%	53%	32%	6%	3%
High School Counselors	8%	51%	16%	8%	16%

DISCUSSION

Helping students learn to evaluate and critically examine society was generally considered to be of moderate importance relative to the other seven goals. In terms of effectiveness, most groups generally felt that the APS social studies program was achieving this goal moderately effectively to moderately ineffectively. The percentages of respondents in various groups rating achievement of this goal very effective or effective ranged from 38% (elementary counselors) to 68% (high school administrators). The percentage of

respondents in various groups rating the program ineffective or very ineffective in helping students learn to evaluate and critically examine society ranged from 27% (elementary teachers) to 54% (middle school administrators). The effectiveness rating by teachers at the three levels were extremely consistent (53% of the elementary teachers rated the program very effective or effective as compared with 56% of the middle school teachers, and 56% of the high school teachers). Parents rated the effectiveness of the program in teaching students to evaluate society as being relatively low: 40% of the parents felt that the social studies program was accomplishing this goal ineffectively or very ineffectively.

Attitudes toward the effectiveness of the social studies program in teaching students important facts and concepts in the various social studies subjects are presented in Figure IV. 7, below.

FIGURE IV.7. ATTITUDES CONCERNING THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN TEACHING STUDENTS IMPORTANT FACTS AND CONCEPTS

Figures represent the percentage of respondents rating the program "very effective", "effective", "ineffective", or "very ineffective". "No opinion" or omitted responses are included in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	8%	50%	18%	5%	19%
Middle School Teachers	25%	54%	8%	1%	12%
High School Teachers	16%	65%	11%	2%	6%
High School Students	31%	41%	14%	5%	10%
Parents	20%	40%	18%	8%	13%
Elementary Administrators	29%	63%	6%	0%	3%
Middle School Administrators	54%	29%	13%	0%	4%
High School Administrators	46%	41%	9%	5%	0%
Elementary Counselors	10%	41%	10%	10%	28%
Middle School Counselors	24%	59%	6%	6%	6%
High School Counselors	24%	43%	11%	5%	16%

DISCUSSION

Teaching important facts and concepts in the social studies fields was generally considered to be unimportant as compared to the other seven goals. The only goal which was ranked lower in relative importance was teaching students to use the methods of the social sciences.

In view of this relatively low importance rating, it is highly significant that almost all groups (except for parents and elementary school teachers) believed that this goal was being achieved more effectively than any other goal. Ninety two percent of the elementary administrators, 81% of the high school teachers, 83% of the middle school administrators, 72% of the high school students, and 60% of the parents felt that the social studies program was effectively or very effectively teaching important facts and

concepts. All groups except for parents and elementary counselors believed that this goal was being achieved more effectively than any other goal.

In view of the relatively low importance attached to the teaching of facts and concepts in the social studies fields, these results are highly suggestive. They imply that although virtually all groups emphasize the teaching of general themes, skills, and values (for example, understanding the American way of life, or encouraging the personal development of students) more than the teaching of facts and concepts, they believe that in actuality the APS program is most effective at teaching facts and concepts.

This finding may be explained in a number of ways. Some social studies experts (for example, James Shaver, past president of the National Council for the Social Studies) believe that social studies programs are not goal-oriented. Frequently not envisioning how social studies content relates to social studies goals, students, teachers, administrators, and parents often believe in a certain set of goals but then do not emphasize the content and skills that would promote the achievement of those goals. For example, although many support the goal of developing in students an understanding and appreciation of American values, institutions, and ways of life, what may be often taught in American history is knowledge concerning specific people, places and events. If this were indeed true, little attention might be devoted to understanding general themes in American history and how these general themes are related to American values and institutions.

A second possible explanation is that the more abstract goals such as teaching students to critically examine society are much more difficult to measure than is the learning of facts and concepts. Educators, students, and the public may not be able to grasp as readily when a student is able to evaluate his or her society. But it is relatively easy to determine whether a student knows that George Washington was the first president.

A third possibility relates to the role of facts and concepts as the foundation for transmitting understanding and values. Without a firm grounding in the content and skills of the social studies, none of the other goals can be accomplished. How can students examine public issues, for example, without a knowledge of the political, social, and historical background to those issues? Because fundamental facts and concepts provide the foundation for all social understanding, teachers must ensure that students have mastered them. It may be that this task of teaching the basic facts and concepts takes so much time that little remains for teaching more general themes and attitudes. This possibility gains support when one recalls that many teachers feel that not enough time exists in class to cover all the necessary material.

Whatever the reason for the apparent orientation toward facts and concepts, it is essential that the social studies program find some way to use facts and concepts in the service of fundamental social studies goals, such as the transmission of cultural values, helping students understand their world, and encouraging the personal development of students.

Attitudes toward the effectiveness of the social studies program in helping students understand the histories, traditions, values, institutions, and characteristics of countries and cultures throughout the world are summarized in Figure IV. 8, below.

FIGURE IV.8. ATTITUDES TOWARD THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN PROMOTING UNDERSTANDING OF OTHER COUNTRIES AND CULTURES

Numbers represent the percentage of respondents who rated anchievement of this goal "very effective", "effective", "ineffective", and "very ineffective". "No opinion" or omitted responses are included in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	7%	46%	23%	5%	20%
Middle School Teachers	20%	52%	13%	2%	14%
High School Teachers	9%	61%	19%	4%	7%
High School Students	29%	43%	14%	4%	11%
Parents	14%	35%	27%	9%	16%
Elementary Administrators	11%	51%	31%	3%	3%
Middle School Administrators	8%	71%	13%	0%	8%
High School Administrators	23%	55%	18%	5%	0%
Elementary Counselors	3%	21%	38%	10%	28%
Middle School Counselors	12%	62%	21%	3%	8%
High School Counselors	8%	49%	24%	3%	16%

DISCUSSION

Teaching about other countries and cultures was considered to be one of the two or three most important goals by teachers, students, parents, and administrators at all levels. In general, the effectiveness of the program in accomplishing this goal was rated quite high. The percentage of the various groups rating achievement of this goal effective or very effective ranged from 24% (elementary counselors) to 78% (high school administrators). The percentages of the various groups who rated achievement of this goal ineffective or very ineffective ranged from 13% (middle school administrators) to 48% (elementary counselors).

Perceptions of the effectiveness of the APS social studies program in teaching about other countries and cultures seem to vary according to level: elementary teachers, counselors, and administrators tended to feel that the program was teaching about other countries and cultures less effectively than did secondary administrators, counselors, and teachers. This pattern may be partly attributed to the fact that more emphasis is placed on this goal at the middle school (7th grade World Cultures course, 6th grade Roots of Our Heritage course) and high school (world concept courses) levels. Since the goal of teaching students about other cultures and countries is directly addressed by several courses, it is not surprising that effectiveness ratings for this goal would be relatively high. Parents at all levels tended to rate achievement of this goal relatively low: 40% rated the program effective or very effective, as compared with 36% rating the program ineffective or very ineffective.

Attitudes toward the effectiveness of the social studies program in encouraging the personal development of students are summarized in Figure IV. 9, on the next page.

FIGURE IV. 9. PERCEPTIONS CONCERNING THE EFFECTIVENESS OF THE APS SOCIAL STUDIES PROGRAM IN ENCOURAGING THE PERSONAL DEVELOPMENT OF STUDENTS

Numbers represent the percentage of respondents rating achievement of this goal as "very effective", "effective", "ineffective" and "very ineffective". "No opinion" or omitted responses are included in the last column. Figures may not add up to 100% due to rounding off.

Respondents	Very Effective	Effective	Ineffective	Very Ineffective	Omitted
Elementary Teachers	14%	49%	18%	1%	18%
Middle School Teachers	13%	51%	20%	3%	14%
High School Teachers	11%	47%	24%	3%	14%
High School Students	15%	34%	23%	11%	17%
Parents	13%	33%	24%	13%	17%
Elementary Administrators	23%	37%	34%	0%	6%
Middle School Administrators	17%	38%	38%	4%	4%
High School Administrators	5%	46%	32%	14%	5%
Elementary Counselors	10%	24%	17%	24%	24%
Middle School Counselors	15%	38%	27%	18%	3%
High School Counselors	16%	24%	27%	16%	16%

DISCUSSION

The opinions regarding the relative importance of encouraging the personal development of students varied according to level. Elementary staffs generally felt that this goal was more important than any other goal. Secondary teachers, counselors, and administrators, however, rated its importance relative to other goals moderate to low.

With the exception of elementary school counselors, ratings concerning the achievement of this goal varied according to level. Elementary teachers and administrators rated the social studies program's effectiveness in this area very high. Elementary counselors, however, rated program effectiveness in this area as being relatively low. Middle school teachers, counselors, and administrators rated program effectiveness in this area the

lowest. Almost one half of the parents felt that the program is effective or very effective in encouraging the personal development of students. Elementary parents tended to rate achievement of this goal higher than did middle school and high school parents.

This pattern corresponds to the emphasis on this goal at the various levels. The elementary school social studies program emphasizes the personal development of students — including self-awareness, values, and decision making — far more than do the middle school and high school programs. At the secondary level more emphasis is placed on such fields as history, geography, and government. The discrepancies in effectiveness ratings may thus be explained by program priorities at the various levels.

SUMMARY: PERCEPTIONS REGARDING ACHIEVEMENT OF THE EIGHT GOALS

Generally speaking, the APS social studies program was rated as moderately effective by majorities of most groups in achieving the eight selected social studies goals. In the case of almost every group of respondents, however, at least a considerable minority felt that the program was not effective in accomplishing each of the eight goals. The only exception to this pattern concerned perceptions concerning the teaching of facts and concepts in the specific social studies fields. This goal was generally considered to be effectively achieved.

For the most part, the program was considered to be most effective in three areas:

1. Teaching important facts and concepts in the social studies fields.
2. Developing in students an understanding of American values, institutions, and ways of life.
3. Teaching about the histories, traditions, and values of countries and cultures throughout the world.

While teaching students about the American culture and world cultures were considered to be important relative to the other goals, teaching about facts and concepts was considered relatively unimportant by virtually all groups.

The social studies program was generally considered to be moderately effective to ineffective in: teaching students how to use the methods of the social sciences, encouraging students to participate in society and in the political system, encouraging students to examine public issues, and teaching students to evaluate and critically examine society. While teaching students how to use the methods of the social studies was considered to be least important relative to the other seven goals, encouraging participation, encouraging students to examine public issues, and teaching students to evaluate and critically examine society were considered to be of moderate relative importance.

Perceptions of program effectiveness in encouraging the personal development of students varied according to level. Elementary educators believed this goal was being accomplished effectively, whereas middle school and especially high school educators and high school students, tended to believe that it was being accomplished only moderately effectively. This is most likely related to program emphasis at the different levels.

The implication from these results is not that the social studies program is generally considered to be ineffective. In fact, all groups felt that the most goals were being accomplished effectively to very effectively. Rather, the issue appears to be this:

although the program is seen to be effective at teaching facts and concepts, it is not perceived to be transcending these learnings in order to teach students fundamental applications of social studies knowledge and skills: examining public issues, evaluating society, and participating in the social and political systems.

Grades Given to the APS Social Studies Program.

Parents, counselors, administrators, and high school students were asked to grade the social studies program, using a scale of "A" (excellent) to "F" (failing). Teachers were not asked to grade the program because teachers who reviewed the questionnaire items felt that teachers would be unable to provide an overall rating for the entire program.

Before discussing the results it is essential to note their limitations. In a previous section of this evaluation it was pointed out that students, parents, teachers, counselors, and administrators most frequently rated themselves unfamiliar with the K-12 social studies program as a whole. It was difficult for respondents to grade the entire program when their knowledge of the program was so limited. This is evidenced by the considerable number of respondents who expressed an inability to grade the program.

In addition, the "program" actually consists of a different program for every student, teacher, and school. Since no two students take the same classes or have the same teachers, even within the same schools, experiences in the program vary widely. It is also important to remember that individuals' standards vary: some respondents have higher expectations for the program than do others and different expectations would inevitably affect ratings. Despite these limitations, grades assigned to the program are valuable in providing an overall view of how parents, students, and school staffs view the effectiveness of the social studies program.

FIGURE IV. 10. GRADES GIVEN TO THE APS SOCIAL STUDIES PROGRAM

Figures may not add up to 100% due to rounding off.

RESPONDENTS	PERCENT "A"'s	PERCENT "B"'s	PERCENT "C"'s	PERCENT "D"'s	PERCENT "F"'s	OMITTED
High School Students	7%	42%	24%	6%	1%	19%
Parents	1%	29%	35%	6%	0%	30%
Elementary Administrators	3%	60%	23%	3%	3%	9%
Middle School Administrators	86%	67%	13%	8%	0%	4%
High School Administrators	9%	55%	36%	0%	0%	0%
Elementary Counselors	3%	21%	28%	10%	0%	38%
Middle School Counselors	12%	38%	35%	3%	0%	12%
High School Counselors	8%	57%	22%	0%	3%	11%

The grades given to the social studies program in the Albuquerque Public Schools correspond closely to the general pattern of effectiveness ratings assigned to the eight social studies goals. While a majority of each group of respondents usually gave the program a grade of "A" or "B", in some cases (parents, elementary counselors) the program was graded lower. In addition, in some cases (parents and elementary counselors, especially) a large percentage of respondents omitted grades. Except for parents and elementary counselors, the grade most often assigned to the program was a "B". The second most common grade assigned by members of most groups was a "C". Relatively few respondents in any group gave the program grades of "A", "D", or "F". Elementary counselors and parents most frequently gave grades of "C".

In general, therefore, a majority of high school students, administrators, and counselors (except elementary) rated the social studies program excellent or good. While many parents and elementary school counselors expressed no opinion concerning the effectiveness of the program, those who did express opinions most frequently gave the program good to fair ratings.

Responses to Open-ended questions.

Additional insight into the opinions regarding social studies effectiveness may be gained by examining the responses of teachers, administrators, counselors, high school students, and parents to the following open-ended questionnaire item: "What observations would you like to make about the effectiveness of the APS social studies program as a whole?"

Comments regarding effectiveness were extraordinarily diverse, reflecting a wide variety of viewpoints and priorities. No single specific comment or observation was made by more than a few respondents. However, a representative sampling of some of the comments will provide an invaluable overview of perceptions concerning the social studies program.

TEACHER OBSERVATIONS

Elementary Teachers

"I'm not informed beyond my own class."
"I like the program; I think it is effective."
"We're crowding social studies into the elementary program along with too many other subjects."
"The social studies program is as effective as the teachers."
"It's poor at the elementary level."
"The program is too textbook oriented."
"Poor communication between the social studies coordinator and the school."
"I don't know about middle school and high school."
"Family and community attitudes have more effect than the social studies program."
"Intentions are good, implementation is poor."
"Too much is included under social studies."
"We need a better textbook."
"Our guides are new. We need more time in using them. They seem to be very well planned and written."
"Social studies is left out in many elementary classes."
"Program seems disjointed, disorganized, lacking in focus."
"No program can prepare students. The student has the responsibility of preparing himself."
"Many today aren't taking advantage of what is offered."

Middle School Teachers

"We need to help students see the importance of social studies."
"We do well considering the responsibility and the time we have."
"We need more information concerning other levels."
"Excellent, very effective."
"It's missing students—they shouldn't be sitting reading dull books."
"Many middle school teachers are not trained specifically in social studies."
"It's disorganized and lacks continuity."
"We need more challenging materials."
"Students get little social studies before middle school."
"We're about like other places. I would like to see students enjoy social studies more."
"Concepts and skills taught at one level are not reinforced at the next."
"Need more time to meet with other teachers at all levels."
"Changing lifestyles and student apathy effect effectiveness."
"There is much opportunity for those who take advantage. Kids need to take respons-ibility."
"There is little follow-up in high school of work done in middle school."
"Classes should be 50 minutes per day."
"We need continuity between the three middle school years."
"Too many teachers teach just what's in the book."
"From the heights to the valley, it's impossible to assess."
"Teachers should control the curriculum, not the administration."

"Teach the disciplines (history, geography, political science, etc.) instead of social studies."

High School Teachers

"It can't be measured; we do the best we can."
"Students don't value the concepts explained in social studies."
"Little is done by the district to upgrade classes from rote memorization."
"Academic standards must not be sacrificed for other goals."
"The program is average."
"Promote consistency and communication."
"Too many chiefs, not enough Indians."
"Establish freedom for each school to determine curriculum based on needs assessment of community it serves."
"About 1/3 to 1/2 of APS students gain from APS social studies."
"The program is not set up to prepare students for work after high school."
"I believe we really do these things. It's an uphill battle."
"Social studies is regarded as a stepchild of the academic program. We need to raise objectives to include skills: reading, analysis, writing, critical thinking skills. Plan for public relations. We need inservice training."
"We need more money for supplementary materials."
"Considering the multitude of constraints put on the program, we do an outstanding job."
"Standardization of curriculum, texts, etc. will hinder schools in meeting the needs of students and the community."
"The social studies department at our school is great."
"There should be a basic core of classes all students take and a minimum knowledge they should be familiar with."
"Students need more high school social studies."
"Effectiveness depends on the teacher."
"Large classes are an obstacle."
"Huge gaps exist in the program."
"Too much emphasis on low-level objective testing."
"We're powerless to change the program."
"Students who are not competent and interested should be removed."
"You can't tell about the program's effectiveness until later in the student's life."
"Working conditions are terrible."
"Teaching methods are archaic."
"Leave a good thing alone."

ADMINISTRATORS OBSERVATIONS

Elementary School Administrators

"We're getting better."
"It needs more concept orientation, not just facts."
"Social studies is not given a high enough priority. It is important."
"It's making progress—the new guide is an excellent start."
"Social studies is neglected. The time and emphasis is on math and reading."
"In the last five years, expectations have become higher and more appropriate."
"We need more local history."
"Don't know much about social studies."
"It's good to get standardization. I hope we don't go too far."
"Don't tie us to books in elementary school. Find a quality program."

Middle School Administrators

"Lack of budget is the most serious problem."
"Social studies could be the most exciting program, but it is generally more oriented to facts rather than concepts and individual student growth."
"The textbook needs to support the curriculum."
"Four things need to be done: standardize texts; inservice for teachers regarding goals and objectives of program; establish a monitoring system—make sure social studies is being taught; institute an effective evaluation system, for example, pre- and post-testing."

High School Administrators

"It varies according to the quality of the teacher."
"There are some excellent programs in all schools. Let's build on existing strengths."
"Generally very effective."
"We need three consecutive years of social studies in high school to build a skills-based program."
"The social studies program does not address the non-college, non-standardized test-taker; it does not incorporate work attitudes and preparation for work, but it should."

COUNSELORS

Elementary Counselors

"There is little attention to values and interpersonal relations. The program is too book-oriented."
"It depends on the teacher."
"The curriculum should include nuclear war."
"I don't see much effectiveness. There is too little emphasis. Students don't relate and apply knowledge."
"There is too much factual, irrelevant information."
"There's not enough time."
"The program turns kids off by the way its presented."

Middle School Counselors

"It needs a good curriculum plan that is disseminated."
"Everything is fine."
"It's a very effective program."
"The program needs more support from APS."
"Darn good, but needs more emphasis on current issues."
"We need more parent involvement."
"We need a lower PTR."
"Teachers teach facts and vocabulary well."
"It needs more help from the curriculum people."
"It needs stronger administrative direction and support. Effectiveness also depends on teachers."
"I know less about social studies than any other program. Less unity exists. Social studies needs to organize and publicize."

High School Counselors

"There is high quality at my school."

"I'm not familiar with the overall program."
"Students don't see why social studies is important."
"There is a lot of variation in the students in a class."
"It depends on the individual student."
"Class size is an obstacle."
"Students enjoy social studies classes."
"The program is too restrictive. We need more credits in social studies to explore."
"Students don't like social studies."
"We need more cooperation with the home."
"There's too much lecture."
"Some students lack motivation."
"More emphasis is placed on English, math, and science than upon social studies. Social studies is not emphasized in elementary schools."
"No program can prepare students for the world of work."

PARENTS

"I see the need for improvement."
"Huge numbers of students on free lunch learn early that they may go through life free and not be expected to earn a living."
"Preparing students for citizenship is more of a parent's responsibility."
"APS does not do a consistently effective job of any of the above."
"APS is behind other states."
"I'm concerned about the social studies program at the middle school."
"APS is not child-centered."
"You need to let the public know what social studies programs are."
"The survey is too sketchy."
"We won't know about effectiveness until the child is in college and in work."
"I'm concerned about graduates who can't even spell their names."
"Change the curriculum to accommodate changing world and the future."
"Families have a more lasting effect."
"The character of APS students is very poor. The home is mostly to blame, but the classroom could offset a good amount of this."
"Teachers need to be motivated to teach well in this area and many are not."
"My fifth grader is learning more about life around him through TV, etc. than from school. He's learning about society rather than how to function in it—which he needs as an adult."
"My children are appallingly ignorant of all aspects of social studies--and not interested in it."
"Use of films should fit curriculum needs, not just fill in time."
"Need more emphasis on southwest history because of New Mexico's cultural richness. Also, consider an archaeological overview."
"Students' attitudes are poor. They are not responsible citizens when they graduate."
"The APS social studies program is effective only if the student is serious."
"My child's teacher makes the social studies program work by classroom involvement."
"APS does a great job of providing a wide selection of social studies for students."
"I do not see a translation of knowledge/interest from social studies classes to life outside school."
"The program teaches facts instead of concepts."
"Social studies is important and needs to be continued at all levels."
"Elementary school social studies seems to be effective."
"Students must learn we do not live in a free democracy."
"There should be more in-depth discussion and critical thinking."
"I have seen very little effect over the past five years. I'm disappointed."

"I don't know if our school (an elementary school) has a social studies program. If they do, it's a widely kept secret."
"There is no apparent continuity."
"Overall, the APS school system is excellent."
"Social studies should be given equal resources."
"Social studies are as important as any other program."
"The public schools should prepare students to live in society."

HIGH SCHOOL STUDENT RESPONSES

"It depends on the teacher."
"The program is effective."
"The program needs to be upgraded."
"A lot depends on the students."
"It could be more stimulating."
"On the whole it is junk. Selectively it is great."
"It's good, but it should be improved."
"People really learn and appreciate."
"It's too spread out."
"Need to bring the world into the classroom."
"It is good because we have good teachers."
"I have only had one good teacher."
"Coverage is adequate."
"The program is sometimes wishy-washy."
"You can pass the class and not learn a thing, but you can learn a lot if you want to."
"Some of the weaker courses are dragging down the good ones."
"This survey is a good idea to find out how students feel."
"Not effective in getting people interested in history."
"Not effective."
"Need more discussion."
"Some things prepare you for the world, but not all."
"They have classes to suit everyone's tastes."
"The subjects are OK. But some of the teachers don't know how to teach the subject effectively."
"Needs to be improved at the elementary level."
"Social studies does not prepare you for the world of work unless you plan to major in history in college."
"The classes teach the facts, but make little attempt to have the students evaluate or criticize the facts."
"I would like to make each teacher teach to the individual side of people, not just a group."
"Programs are effective if the student is willing to learn."
"It's repetitious."
"Everyone should take the same test."
"You can't do much to improve it."
"It doesn't teach good attitudes; it doesn't teach students to assume citizenship responsibility. I'm 18 and I won't know what to do."
"It's boring."
"There isn't a lot of consideration on understanding foreign cultures and ideologies."
"It's effective, but it needs some depth."
"My western civilization course is the only worthwhile course I've taken."
"Semi-effective in high school; ineffective in mid-school and elementary."
"It's very well taught."
"Take a look at how the teacher approaches the teaching of students."

"The school system as a whole is ineffective."
"The teachers are good."

SUMMARY AND DISCUSSION

When all of the data and information relating to the attitudes of teachers, high school students, parents, administrators, and counselors regarding the effectiveness of the APS social studies is compiled, the following generalizations emerge:

1. Most respondents in all of the groups feel that the APS social studies program is moderately effective. However, in almost all cases significant minorities of parents, students, teachers, administrators, and counselors believe that the program is of average effectiveness or ineffective.
2. Parents, in general, are least likely to believe that the APS social studies program is effective.
3. It is generally believed that the APS social studies program is most effective in teaching students facts and concepts in history and the social sciences. However, this goal was considered to be less important than other goals.
4. It is generally believed that the program is effective in teaching students about American values and institutions and in teaching students about other countries and cultures. These goals are considered to be important relative to other goals.
5. Elementary teachers, counselors, and administrators believe that the APS social studies program is effectively encouraging the personal development of students, by teaching about values, decision making, and getting along with others. Secondary school students and staffs did not rate program success in this area as highly. This goal is emphasized in APS more at the elementary level than at the middle school and high school levels.
6. The APS social studies program is judged to be relatively less effective in accomplishing the following goals:

   - ¶ Encouraging students to participate actively in the society and in the political system.
   - ¶ Teaching students how to use the methods of the social studies.
   - ¶ Encouraging students to examine and think about public issues.
   - ¶ Helping students learn to evaluate and critically examine society.

   While teaching students to use the methods of the social sciences is considered relatively unimportant, the other three of these goals are generally considered to be of moderate relative importance.
7. The attitudes of all groups toward the effectiveness of the social studies program should be interpreted in the light of their limited knowledge of the program as a whole. While respondents were frequently familiar with certain aspects of the program (elementary, middle school, or high school), they were rarely familiar with the entire program.
8. The effectiveness ratings given to the program appear to be related to other issues identified in this evaluation: the degree to which the curriculum fits together into a coherent whole, the disagreement and uncertainty regarding goals, and the types of teaching methods and materials employed by social studies teachers.

INTERPRETATION

At the evaluation conference, teachers were asked to interpret evaluation results concerning the attitudes of school personnel, students, and parents toward social studies program effectiveness. Many of the teachers noted that it is extremely difficult for

In the broadest sense, it is not possible to assess adequately the impact upon students of the APS social studies program. Students are influenced by a host of factors in their lives, many of which are either contraditory to — or at least not parallel with — the goals of social studies. These factors include, for example, socioeconomic background, cultural background, peer relationships, exposure to mass media, and events in the world outside school. The multiplicity of factors which influence a student's social studies knowledge and attitudes makes it extremely difficult to separate the effects of formal social studies education with the "education" that students receive via the above-listed sources.

Several studies have attempted to address the extent to which learning in school or in social studies classes appears to affect student attitudes and knowledge. Perhaps the most famous — if not the most widely accepted — study on the effects of schooling in general is the Coleman Report of 1966. Formally titled Equality of Educational Opportunity, the report maintained that the most important factors in student achievement seemed to be most closely related to the student's family background, the social composition of the school, and the student's sense of control of the environment. The conclusion drawn by many of those who read the Coleman report was that schools do not have much impact on students, especially when compared with other factors (Ravitch, 1983, p. 168).

In 1975, on the other hand, Hyman, et al. examined the long-term effects of the amount of schooling on students. Whereas Coleman had found little impact on students, Hyman and his colleagues found that "education produces large, pervasive, and enduring effects on knowledge and receptivity to knowledge." (Hyman, et al., as quoted in Wiley, 1977, p. 245). Specifically, Hyman et al. found that the amount of schooling positively affected the acquisition of at least low-level cognitive knowledge as measured by responses to Gallup opinion polls over a 25-year period.

Similarly, the influence of social studies programs on student knowledge, skills, and attitudes is an open question. In 1968, for example, Jennings and Levenson found that the number of civics courses taken did not significantly affect political knowledge and attitudes. They concluded, "Indeed, in all cases, the increases in political knowledge were so miniscule as to raise serious questions about the utility of investing in government courses in the senior high school, at least as these courses are presently constituted." (As quoted in Wiley, 1977, p. 247).

On the other hand, another study (Mullis, 1979) used data collected in 1976 by the National Assessment of Educational Progress (NAEP) to "investigate the relative importance of three clusters of variables — home environment variables, community and school environment variables, and school instructional variables — on educational achievement in the areas of mathematics, political knowledge, and socio-political attitudes." In this study, Mullis found that effects of school on socio-political knowledge and attitudes was "quite large." Although "home background had a large influence on achievement, so did schools." (Mullis, 1979, p. 33).

It is essential to point out that the research studies on the topic of social studies effectiveness are limited due to their small number and their limited objectives. Although some research indicates that social studies programs may have limited impact on students, this hypothesis cannot be definitively supported. An additional difficulty is that it has not been possible to separate inherent limitations of social studies instruction (what it may not be possible for social studies programs to accomplish) from limitations that arise from the way social studies is presently taught and structured across the country.

In addition to the difficulties in assessing the impact of social studies programs, problems also arise when one tries to distinguish program effectiveness from learner

characteristics. Throughout this evaluation, one of the common responses to questionnaire items concerning the effectiveness of the program has been, "It depends on the student." Obviously, the student plays the most important role in his or her own education. However, the precise impact of student characteristics and their effect on program effectiveness have not been adequately conceptualized.

The National Science Foundation, for example, points out that little attention has been paid to the effects of "learner variables" on social studies education. Little research has addressed the effects of "socioeconomic status" upon students' learning, nor has the research that has been accomplished yielded any conclusive results concerning the impact of students' cognitive styles or of students' readiness to understand concepts.

The only factor that has been identified as a possible influence upon the effects of social studies is that of student interest in social studies. As been stated previously in the present report, student interest in social studies has been found to be relatively low, both at the national level and in the Albuquerque Public Schools. The possible impact of this finding is noted in a 1969 study by Johnson, Pyette, and Cox, which suggests that students' interest in social studies could be directly related to how much they learn. (As noted in Wiley, p. 204).

Thus, knowledge concerning the effects of social studies programs on student knowledge and attitudes and concerning the effects of learner characteristics on student achievement is extremely limited. In addition, one's ability to assess the effectiveness of social studies programs is restricted by the fact that each student encounters a social studies program that is in many respects uinque. It is virtually impossible for any two students in APS social studies to encounter exactly the same social studies program. Rather, the social studies program is represented by different teachers, different schools, and different classes to each one of the students in the Albuquerque Public Schools.

It is clear from the preceding discussion that it is extremely difficult to assess the impact of the social studies program in APS on students. The effects of schooling and social studies education are elusive and difficult to pinpoint. In addition, it is not known to what extent the characteristics of students affect program effectiveness. As has been stated previously, learner interest is one factor which may potentially have great impact on program effectiveness. Other possible factors have not been identified or analyzed thoroughly.

In spite of this serious limitation in knowledge concerning the effects of social studies education, it is nevertheless essential to address through the best means available the issue of the impact of social studies on students. The approach taken in the present program evaluation is to consider the question from multiple angles and viewpoints. Rather than attempting to address the question of social studies' impact on students in a global sense, the evaluation will attempt to integrate separate aspects of program effectiveness in a manner which will yield a composite view of the effectiveness of APS social studies.

The data and perceptions which will be synthesized into a comprehensive view of the effectiveness of the APS social studies program are:

1. Attitudes concerning the extent to which the social studies program teaches knowledge, skills, and attitudes that are important to students in later life.
2. Perceptions regarding the effectiveness of APS social studies in preparing students for citizenship responsibility.
3. Opinions regarding the efficacy of the program in preparing students for the world of work.

respondents to measure the effectiveness of the social studies program. This was seen to be true especially in light of the lack of familiarity with the social studies program and the disagreement concerning the goals and purposes of social studies. According to some of the teachers, the lack of familiarity with the program meant that respondents were more likely to give relatively neutral ratings to the program.

While these reservations are certainly valid, they should not obscure the important issues and concerns which the results reveal. One noteworthy pattern is that in spite of their limited knowledge of the program, students, parents, teachers, administrators, and counselors were able to discriminate as to whether specific goals were being achieved. Respondents consistently rated the achievement of some goals (for example, the teaching of facts and concepts) significantly higher than the achievement of other goals (for example, teaching students to critically examine society). If it were true that respondents were not familiar enough with the program to evaluate it, one would expect the effectiveness rating to be virtually the same regardless of which questions were asked.

Furthermore, the comments volunteered by respondents in open-ended questions tend to confirm the probability that whereas many respondents do not have detailed knowledge concerning all levels of program, they have clearly formulated opinions that are based on an understanding of at least some aspects of the program. Those who responded to the open-ended questions were able to express effectively and often eloquently many of the issues that have been identified throughout this evaluation.

The opinions expressed regarding the effectiveness of the APS social studies program are also consistent with findings in the national literature. For example, as has been stated previously, social studies researchers have repeatedly noted the excessive attention on the part of social studies programs to the teaching of specific facts and concepts. According to these experts, programs nationally have tended to neglect the teaching of such general themes and skills as critical thinking, examining public issues, and encouraging students to participate in society.

It is clear from the open-ended responses that when people are asked to rate the overall effectiveness of the social studies program, they bring a wide variety of values and attitudes to the task. First and foremost they recall their individual experiences with the program: their contacts with teachers, students, and parents. Some of the respondents will stand back from their current positions and make cogent generalizations concerning the program as a whole. The reactions of others are oriented toward specific issues and situations which they face daily.

In view of the variety of expectations and perceptions regarding social studies effectiveness, it is not surprising that estimations of the program's overall effectiveness vary widely. However, when all is said and done, the data collected during this evaluation point to one overarching conclusion. Although a plurality and sometimes even a majority of students, parents, teachers, administrators, and counselors perceive the social studies program as being generally effective, significant percentages of all of the groups perceive important weaknesses in the program. It is clear that, in the minds of many people, the social studies program is satisfactory but it could be and should be improved.

IV. C. HOW ADEQUATELY DOES THE SOCIAL STUDIES PROGRAM PREPARE STUDENTS FOR THEIR EDUCATIONAL FUTURES, THEIR CAREER FUTURES, AND THEIR FUTURES AS CITIZENS AND ADULT MEMBERS OF SOCIETY?

4. Attitudes concerning the extent to which APS social studies effectively prepares students for education after high school.
5. Attitudes concerning the extent to which APS social studies contributes to the personal development of students.
6. Results of the social studies knowledge and attitude survey concerning, for example, participating in local political systems, supporting the right of free speech, knowing the structure and functions of government, and understanding selected problems in international relations.

Each of these issues will be discussed in some detail.

1. Does the APS social studies program teach knowledge, attitudes, and skills that are important to students in later life?

Social studies is a school subject which potentially has broad impact on students' lives after they leave school. Social studies education can influence the quality of interpersonal relations, career success, citizenship, participation in society, knowledge of world events and issues, values, critical thinking, decision making, and many other areas. Though it is difficult to determine the extent to which schooling contributes to learning in these areas, some assessment is possible.

One questionnaire item was designed to assess attitudes of teachers, counselors, administrators, parents, and high school students regarding the impact of the APS social studies program on students' lives after they leave school. Respondents were asked to express their agreement or disagreement with the following statement:

"The APS social studies program teaches knowledge, concepts, skills, and attitudes that are important to students after they leave school."

Results are presented in Figure IV. 11, on the next page.

FIGURE IV. 11. LEVELS OF AGREEMENT/DISAGREEMENT WITH THE STATEMENT, "THE APS SOCIAL STUDIES PROGRAM TEACHERS KNOWLEDGE, CONCEPTS, SKILLS, AND ATTITUDES THAT ARE IMPORTANT TO STUDENTS AFTER THEY LEAVE SCHOOL."

Figures represent the percentage of respondents providing each answer. Figures may not add up to 100% due to rounding off.

RESPONDENTS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	NO OPINION
Elementary School Teachers	13%	41%	24%	5%	1%	17%
Middle School Teachers	41%	40%	11%	3%	0%	6%
High School Teachers	38%	43%	9%	2%	1%	6%
Elementary School Administrators	17%	49%	26%	3%	0%	6%
Middle School Administrators	17%	63%	13%	4%	0%	4%
High School Administrators	23%	55%	18%	0%	0%	5%
Elementary School Counselors	3%	55%	14%	7%	0%	21%
Middle School Counselors	27%	38%	12%	15%	0%	9%
High School Counselors	16%	54%	8%	3%	0%	19%
High School Students	9%	41%	25%	12%	3%	10%
Parents	13%	31%	27%	12%	2%	16%

DISCUSSION

Fifty-four percent (54%) of the elementary teachers, 81% of the middle school teachers, and 81% of the high school teachers felt that the APS social studies program is teaching knowledge concepts, skills, and attitudes that are important to student after they leave school. In the case of elementary school teachers, a large percentage expressed neutral opinions. This may be due to the fact that elementary school teachers do not come into contact with students who are about to graduate, and are therefore less able to estimate the extent to which students are learning what is important to them after graduation. A large majority of middle school and high school teachers felt that the social studies program is effective in this regard.

Sixty-six percent (66%) of the elementary administrators, 80% of the middle school administrators, and 78% of the high school administrators felt that the social studies program teaches students knowledge, skills, and attitudes that are important for later life. Thirty-two percent (32%) of the elementary school administrators, 17% of the middle school administrators, and 23% of the high school administrators expressed no opinion or neutral opinions. Very few administrators at any level felt that the program is not teaching knowledge, skills, and attitudes that are important for later life.

Fifty-eight percent (58%) of the elementary school counselors, 65% of the middle school counselors, and 70% of the high school counselors agreed or strongly agreed that the social studies program teaches important concepts, knowledge, attitudes, and skills. Large percentages of counselors expressed no opinion or neutral opinions. Few counselors disagreed or strongly disagreed with the statement.

Fifty percent (50%) of the high school students felt that the program taught knowledge, concepts, and skills that are important to them after they leave school. The 35% who expressed neutral opinions or no opinions may have felt unable to judge the effects of the program. This is understandable since high school students may have little insight concerning what life will be like after they graduate. Moreover, it must be recalled that many high school students did not fully appreciate the importance of social studies to their futures. Fifteen percent (15%) of the high school students disagreed or strongly disagreed that the social studies program teaches important knowledge, skills, attitudes, and concepts.

Forty-four percent (44%) of the parents agreed or strongly agreed that the APS social studies prog am teaches important knowledge, concepts, skills, and attitudes. A large percentage of parents (43%) expressed neutral opinions or no opinion. Fourteen percent (14%) of the parents felt that the program was ineffective in achieving this goal.

In general, therefore, majorities of most groups felt that the social studies program teaches important knowledge, attitudes, and skills. Teachers tended to express the most positive opinions; administrators also tended to expresss positive attitudes. Relatively large number of elementary shcool teachers, counselors, and administrators omitted responses. This may indicate a lack of familiarity with students at the time of high school graduation. Parents and high school students, while expressing generally positive perceptions, also demonstrated great uncertainty as to whether the social studies program teaches knowledge, skills, and attitudes that are important to students after they leave school.

The large degree of uncertainty concerning the effectiveness of the program in accomplishing this goal may be partially a reflection of the difficulty of determining what knowledge, skills, and attitudes are most valuable to students. It may also relate to the disagreement and uncertainty regarding the role and significance of social studies in the education of students which has been pointed out in previous sections of the evaluation. It is not surprising that students in particular would be unable to express clear opinions in view of their limited appreciation and understanding of the importance of social studies (See Section I.C. of this report).

2. Does the APS social studies program effectively prepare students to assume citizenship responsibilities?

Citizenship education has traditonally been considered the central purpose of social studies. However, as has been discussed previously, preparation for citizenship may take many different forms, depending on the needs, preferences, and philosophies of students, parents, and educators. Some may view education for citizenship as primarily a matter of political socialization, of transmitting appropriate values regarding the

United States and regarding democracy, for example. Others may envision citizenship education as a process of teaching students to reflect upon or criticize social and political issues. Many other viable models of citizenship education are also possible.

In discussing the attitudes of educators, parents, and students regarding the effectiveness of the APS social studies program in preparing students for citizenship, such philosophical issues will be temporarily laid aside. The focus of the discussion will rather be upon perceptions concerning program effectiveness in preparing students for citizenship regardless of the the specific meaning that education for citizenship might have for various individuals.

In order to assess attitudes regarding the effectiveness of the APS program in educating for citizenship, teachers, counselors, administrators, parents, and high school students were asked to express their levels of agreement or disagreement with the following statement:

"The APS social studies program effectively prepares students to assume citizenship responsibilities."

Responses are presented in Figure IV. 12, on the next page.

FIGURE IV. 12. LEVELS OF AGREEMENT/DISAGREEMENT WITH THE STATEMENT, "THE APS SOCIAL STUDIES PROGRAM EFFECTIVELY PREPARES STUDENTS TO ASSUME CITIZENSHIP RESPONSIBILITIES."

Figures may not add up to 100% due to rounding off.

RESPONDENTS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	NO OPINION
Elementary School Teachers	3%	38%	32%	8%	3%	17%
Middle School Teachers	13%	49%	22%	8%	1%	8%
High School Teachers	13%	51%	14%	10%	2%	9%
Elementary School Administrators	6%	46%	34%	9%	0%	6%
Middle School Administrators	8%	42%	38%	4%	0%	8%
High School Administrators	5%	55%	14%	23%	0%	5%
Elementary School Counselors	0%	21%	31%	21%	10%	17%
Middle School Counselors	6%	38%	29%	15%	0%	12%
High School Counselors	5%	54%	22%	3%	0%	16%
Parents	8%	23%	31%	17%	5%	17%
High School Students	9%	29%	31%	15%	4%	11%

Forty-one percent (41%) of the elementary school teachers, 62% of the middle school teachers, and 64% of the high school teachers agreed or strongly agreed that the social studies program effectively prepares students for citizenship. Large percentages of all groups expressed neutral opinins or no opinion, whereas only about 10% of the teachers at each level disagreed or strongly disagreed with the statement. Teachers at all levels expressed less positive opinions regarding the effectiveness of the APS social studies program in preparing students for citizenship than they expressed regarding whether the program teaches important knowledge, skills, and attitudes.

Fifty-two percent (52%) of the elementary administrators, 50% of the middle school administrators, and 60% of the high school administrators agreed or strongly agreed that the social studies program was effectively preparing students for citizenship. Although, as with teachers, many neutral opinions were expressed by administrators at all levels, a relatively large percentage of high school administrators (23%) felt that

the program is not effective in preparing students for citizenship. Administrators, like teachers, did not rate effectiveness in this area as high as effectiveness in teaching important knowledge, concepts, skills, and attitudes.

Twenty-one percent (21%) of the elementary school counselors, 44% of the middle school counselors, and 59% of the high school counselors agreed or strongly agreed that the program was effectively preparing students for citizenship responsibilities. Large percentages of counselors at each level expressed neutral opinions or no opinion. Whereas few middle school and high school counselors felt that the program was ineffective in preparing students for citizenship, almost one-third (31%) of the elementary school counselors rated program effectiveness in this area unsatisfactory.

Thirty-one percent (31%) of the parents felt that the social studies program effectively prepared students for citizenship responsibilities. Almost one-half (48%) expressed neutral opinions or no opinion, whereas 22% felt that the program was ineffective in preparing students for citizenship.

The opinions of high school students were very similar to those of parents. Thirty-eight percent (38%) of the students agreed or strongly agreed that the program effectively prepared students for citizenship. Forty-two percent (42%) expressed neutral opinions or no opinion, and 19% felt that the program was ineffective in preparing students for citizenship.

In general, majorities of most groups — except for students, parents, and elementary school counselors — felt that the APS social studies program was generally effective in preparing students for citizenship. However, the program was considered to be less effective in preparing students for citizenship than in teaching students important knowledge, concepts, and skills. Large numbers of parents, students, teachers, counselors, and administrators expressed neutral opinions or no opinion regarding the effectiveness of citizenship preparation by APS social studies.

It is possible that the large percentages of neutral ratings may relate to one of the central issues in social studies education: the uncertainty regarding what citizenship education entails. It may be that many respondents gave neutral answers because they did not know what courses and programs would prepare students for citizenship. It is also possible that many respondents were not familiar enough with the program to rate its effectiveness in preparing students for citizenship. Furthermore, it may be unclear to many respondents how the content of social studies relates directly to preparing students for citizenship. The relevance of geography or history to citizenship education, although it can be well established, may not be immediately apparent to many respondents.

Related to this issue is the possibility that the content of social studies may not be closely enough associated with the goals of social studies. It has been pointed out in previous sections that social studies courses are often oriented toward teaching facts and concepts in various subjects with little attention paid to why the subjects are being taught. It was found in a previous section of this evaluation (Section IV. B) that educators, students, and parents perceived the social studies as being most effective in teaching facts and concepts and least effective in accomplishing goals which required going beyond the content of the field, for example, teaching students to participate in the political system and the society. It may well be that large numbers of respondents rated the effectiveness of the APS social studies program in preparing students for citizenship lower than its effectiveness in teaching students important facts and concepts because citizenship is not seen by most teachers as an overarching goal to which every course must make a contribution.

3. To what extent does the APS social studies program effectively prepare students for the world of work?

Work has assumed an increasingly central role in the lives of most Americans. As the Special Task Force to the Secretary of Health, Education, and Welfare reported in 1973, work, in addition to being the means by which goods and services are produced, also performs important social and psychological functions. The workplace is a place to meet people and form friendships; a person's job is connected to social status; and work "plays a crucial and perhaps unparalleled psychological role in the formation of self-esteem, identity, and a sense of order." (Work in America, p. 4). Given the central importance of work in people's lives, what should be the connection between school and student learning about the world of work? Specifically, what should be the role of social studies in contributing to the student's preparation?

A leader in social studies, John Jarolimek, states:

> "...social studies must educate youth about the economic system and the world of work...(Work) should be studied as an essential component of a healthy society and economy. Trends and changes in the job market, labor-management relations in free society, the discipline of work, legal aspects of employment, the political dimensions of labor, psychological and sociological aspects of work, and the growth of the concept of entitlements are but a few of the topics students should encounter in a good social studies program." (Jarolimek, 1981 p. 17).

What are the opinions concerning the effectiveness of the APS social studies program in teaching students about work? Teachers, administrators, counselors, parents, and high school students were asked to express their level of agreement or disagreement with the following statement:

"The APS social studies program effectively prepares students for the world of work."

Responses are presented in Figure IV. 13, on the next page.

FIGURE IV. 13. LEVELS OF AGREEMENT/DISAGREEMENT WITH THE STATEMENT, "THE APS SOCIAL STUDIES PROGRAM EFFECTIVELY PREPARES STUDENTS FOR THE WORLD OF WORK."

Figures may not add up to 100% due to rounding off.

RESPONDENTS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	NO OPINION
Elementary School Teachers	2%	20%	41%	13%	3%	21%
Middle School Teachers	4%	34%	26%	23%	4%	9%
High School Teachers	7%	30%	44%	19%	4%	6%
Elementary School Administrators	0%	31%	31%	23%	3%	12%
Middle School Administrators	0%	29%	38%	21%	4%	8%
High School Administrators	0%	32%	27%	14%	18%	9%
Elementary School Counselors	0%	17%	28%	21%	17%	17%
Middle School Counselors	6%	24%	35%	21%	0%	15%
High School Counselors	8%	27%	19%	22%	3%	22%
Parents	5%	18%	32%	18%	8%	20%
High School Students	6%	19%	31%	20%	10%	15%

DISCUSSION

Small percentages (ranging from 17% to 38%) of teachers, counselors, administrators, parents, and students agreed or strongly agreed that the APS social studies program is effectively preparing students for the world of work. Large percentages of all groups (35% to 62%), on the other hand, expressed neutral opinions or no opinion regarding the effectiveness of the APS social studies program in this respect. As compared with other aspects of the program, a greater percentage of respondents in all groups (16% to 38%) rated the program ineffective or very ineffective in preparing students for the world of work.

Elementary school teachers, counselors, and administrators tended to rate preparation for the world or work as being least effective, whereas high school staffs — with the

exception of teachers — tended to rate preparation for the world of work higher. The effectiveness ratings of parents and high school students were strikingly consistent, and in both cases more respondents rated the program ineffective in preparing students for the world of work than rated it as effective.

All in all, it is clear that the issue of to what extent and in what ways APS social studies can prepare students for the world of work needs to be addressed. Although social studies has a potentially strong role in helping students understand and cope with work and the economic system, at present it is not clear to what extent preparation for the world of work is a goal in the district social studies program. Given the importance of work in modern society and in the lives of students, it would be both desirable and beneficial to focus more attention on this issue.

4. Does the APS social studies program prepare students for education after high school (college or vocational schcol)?

To determine attitudes concerning how effectively APS social studies prepares students for education after high school, teachers, counselors, administrators, parents, and high school students were asked to indicate their level of agreement or disagreement with the following statement:

> "The APS social studies program effectively prepares students for education after high school (college or vocational school)."

Responses are presented in Figure IV. 14, on the next page.

FIGURE IV. 14. LEVELS OF AGREEMENT/DISAGREEMENT WITH THE STATEMENT, "THE APS SOCIAL STUDIES PROGRAM EFFECTIVELY PREPARES STUDENTS FOR EDUCATION AFTER HIGH SCHOOL (COLLEGE OR VOCATIONAL SCHOOL)."

Figures may not add up to 100% due to rounding off.

RESPONDENTS	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	NO OPINION
Elementary School Teachers	3%	28%	36%	7%	3%	23%
Middle School Teachers	14%	41%	24%	12%	2%	7%
High School Teachers	16%	56%	10%	8%	1%	9%
Elementary School Administrators	9%	40%	26%	14%	0%	12%
Middle School Administrators	17%	63%	8%	4%	0%	8%
High School Administrators	5%	64%	14%	9%	0%	9%
Elementary School Counselors	0%	31%	28%	14%	10%	17%
Middle School Counselors	15%	41%	24%	12%	0%	9%
High School Counselors	11%	62%	5%	5%	0%	16%
Parents	6%	29%	27%	12%	6%	20%
High School Students	11%	39%	22%	11%	4%	13%

DISCUSSION

In general, a majority or plurality of most groups of respondents believed that the social studies program is effective in preparing students for education after high school. However, as has been true for previous questions regarding effectiveness, large percentages of respondents expressed neutral opinions or no opinion regarding the effectiveness of the social studies program in preparing student for post-high school education. Understandably, this was particularly the case with elementary school teachers, counselors, and administrators.

High school staffs tended to express more positive and fewer neutral opinions regarding the effectiveness of the social studies program in preparing student for post-high school education. Seventy-two percent (72%) of the high school teachers, 73% of the high

school counselors, and 69% of the high school administrators agreed or strongly agreed that the program was effectively preparing students for college or vocational school. Ratings on the part of middle school teachers and counselors were more positive than those at the elementary school level, but less positive than ratings by high school staffs. Middle school administrators expressed the most positive attitudes of all: 80% agreed or strongly agreed that the social studies program effectively prepares students for post-high school education.

Almost one-half (47%) of the parents expressed neutral opinions or no opinion regarding the effectiveness of social studies in preparing students for college or vocational school. Elementary parents tended to express neutral opinions far more often than did middle school and high school parents, who generally expressed positive opinions. Eighteen percent (18%) of the parents — a larger percentage than any other group except elementary school counselors — felt that the social studies program is not effective in preparing students for higher education.

Fifty percent (50%) of the high school students agreed or strongly agreed that APS social studies effectively prepares students for post-high school education. Thirty-five percent (35%) expressed neutral opinions or no opinion, and 15% disagreed or strongly disagreed with the statement.

In general, although many respondents were unable to assess the effectiveness of the APS social studies program in preparing students for post-high school education, those who did rate the program tended to rate it positively. Overall, only small minorities of respondents felt that the social studies program is ineffective in preparing students for post-high school education.

The perceived success of the APS social studies program in preparing students for higher education is not surprising. Most (78%) of the high school students surveyed during the present evaluation who are planning to enter institutions of higher learning plan to enter college. Since the type of courses and programs offered in APS high schools is very similar to the type of programs offered in college, curricular congruence may be one reason why the APS program is considered to be effective in preparing students for higher education.

Although most respondents believe that the social studies program is effective in preparing students for higher education, these perceptions may or may not be based on sufficient knowledge and understanding concerning expectations on the part of institutions of higher learning. In the absence of data indicating the success or lack of success of students in higher education programs and a lack of understanding of the various factors contributing to success, perceptions regarding the effectiveness of the APS social studies program in preparing students for higher education are unsubstantiated by objective data.

5. How effectively does the APS social studies program contribute to the personal development of students?

The effectiveness of social studies in encouraging the personal development of students is particularly difficult to assess in that encouraging personal development is a broad goal that could encompass a wide variety of topics. In fact, all social studies content and skills are in the broadest sense aimed at encouraging the personal development of students. For this reason, perceptions regarding the effectiveness of APS social studies in encouraging the personal development of students can be assessed on a very general level only.

Perceptions regarding the effectiveness of the social studies program in encouraging students' personal development have been discussed previously (See Section IV. B). It will be recalled that, although majorities of most groups of respondents believe that the program is effective in encouraging the personal development of students, perceptions vary according to level. Elementary school educators rated achievement of this goal relatively high; middle school educators felt the program is moderately effective in encouraging the personal development of students; and high school educators rated program effectiveness in this area the lowest. As has been stated previously, encouraging the personal development of students is considered a higher priority in elementary school than at other levels. It therefore appears that effectiveness ratings at the different levels appropriately correspond with program priorities.

Approximately 50% of the parents and high school students felt that APS social studies effectively encourages the personal development of students, whereas 37% of the parents and 34% of the high school students believed that the program is ineffective in this regard. All in all, based on perceptions of program effectiveness, it appears that the social studies program is seen to be moderately effective in encouraging the personal development of students.

6. Results of the Social Studies Knowledge and Attitude Survey

The social studies knowledge and attitude survey developed for the present evaluation was designed to assess student knowledge and attitudes concerning a selected range of social studies themes and topics, including:

1. Knowing the principle structure and functions of American government.
2. Understanding the meaning of "democracy".
3. Understanding a selected problem in international relations.
4. Understanding of and support for free speech principles.
5. Ability to identify possible ways of participating in the political systems.
6. Ability to identify rights and responsibilities of citizenship.
7. Willingness and ability to participate in local and school politics.
8. Recognition of the importance of history.
9. Ability to understand global interdependence.
10. Ability to identify some important current political, social, and economic issues.

Many of the items used to assess student knowledge and attitudes were derived from the assessment instruments of the National Assessment of Educational Progress. Other items were developed by the evaluators. The items frequently required students to consider general themes, to think systematically, to provide reasons and justifications for opinions, and to use values and information in order to arrive at decisions. In addition, because many of the items were open-ended, students were frequently required to organize their thoughts and to communicate them effectively. The survey was administered to a sample of high school juniors and seniors.

Each of the student responses to every item was evaluated independently by each evaluator after scoring criteria had been established. Any discrepancies in scoring were resolved according to predetermined standards for acceptable responses. The standards used for evaluating responses are discussed after each question.

Before proceeding with the analysis of results, it is necessary to recall the limitations of these survey results:

1. The surveys assess selected social studies content and skills that are included in the APS social studies program. Although the surveys assess some of the most important social studies concepts, knowledge, and attitudes, they do not assess students' mastery of much content in history and the social sciences.

2. The number of high school students to whom the surveys were administered is small (210). In addition, although it appears that the sample is representative of high school juniors and seniors, students at earlier grade levels could not be included in the sample.

3. The surveys were administered very late in the school year, when students may not have taken them as seriously as one would hope. This is especially a danger in view of the fact that students were not graded on their performance.

4. The method of administration of the surveys may have varied from class to class. It is not certain that all teachers administered the surveys in a way that encouraged valid results.

These limitations must be kept in mind. However, the consistency of the results foster confidence that the assessment truly represents student knowledge, attitudes, and skills in selected social studies areas.

Overall Impressions and Generalizations

The social studies knowledge and attitude survey was designed to be a basic assessment of student mastery of selected social studies knowledge, concepts, and attitudes. Given the basic level of the assessment and the fact that most respondents were seniors in high school, one would expect students to perform well on the survey. However, overall student performance on the assessment was disappointing. Considering only the twelve items that were scored on a satisfactory-unsatisfactory basis, most students answered a bare majority of the items or fewer correctly. Overall performance on the survey is summarized in Figure IV. 15, below.

FIGURE IV.15. OVERALL VIEW OF STUDENT PERFORMANCE IN THE SOCIAL STUDIES KNOWLEDGE AND ATTITUDE SURVEY

NUMBER OF ITEMS ANSWERED CORRECTLY (12 MAXIMUM)	NUMBER OF STUDENTS
12	0
11	8
10	17
9	21
8	33
7	35
6	17
5	27
4	11
3	19
2	13
1	9
0	0

TOTAL STUDENTS RESPONDING - 210

Over fifty percent of the students (53%) answered between five and eight of the twelve questions correctly. Twenty-two (22%) percent correctly answered two-thirds of the questions or more, and 25% of the students answered one-third of the questions or fewer correctly. Considering that the knowledge and attitude survey assessed a basic level of understanding and that wide latitude was given in scoring the results, the overall results are disappointing.

Performance in Specific Areas of the Knowledge and Attitude Survey

1. Knowing the major structures and functions of government.

In five multiple-choice questions, students were asked to identify the branch of government (executive, legislative, or judicial) which has the major responsibility for each of five functions: writing and passing laws; directing the carrying out of laws; judging if laws are unconstitutional; vetoing bills; and approving presidential appointments to office. The items, which were taken directly from the National Assessment of Educational Progress, thus attempted to assess student understanding of the fundamentals of how the federal government works.

The results may be summarized as follows:

- Sixty-one percent (61%) of the students knew that the legislative branch was responsible for writing and passing laws. Thirty-four percent (34%) answered incorrectly and 5% omitted responses or stated that they did not know the answer to the question.

- Twenty-eight percent (28%) of the students correctly identified the executive branch as the branch responsible for directing the carrying out of laws. Sixty-seven percent (67%) answered incorrectly and 5% omitted responses.

- Sixty-four percent (64%) of the students were aware that the judicial branch judges whether laws are unconstitutional. Thirty-one percent (31%) answered incorrectly and 5% omitted responses.

- Fifty-eight percent (58%) of the students correctly identified the executive branch as the branch which has the power to veto bills. Thirty-seven percent (37%) answered incorrectly and 5% omitted responses.

- Forty-one percent (41%) of the students knew that the legislative branch was responsible for approving presidential appointments of office. Fifty-five percent (55%) answered incorrectly and 4% omitted responses.

The responses to this item thus reveal significant deficiencies in students' understanding of how the federal government works. What is especially noteworthy is that, although in one sense these items assess recall of facts, in a deeper sense they test the student's general understanding of some principles that are fundamental to our democracy. For example, the 36% of the students who were not aware that the judicial branch judges which laws are unconstitutional were likely to have little understanding of judicial branch checks on legislative power.

2. Defining "Democracy"

Students were asked, "What is a democracy?" Clearly, definitions of democracy can vary widely. For example, it may be defined as: a government of, by, and for the people, or a government where people have the ultimate sovereignty. In addition, it

is possible to identify specific characteristics of some democratic systems, for example, representative government or freedom of speech.

The students' responses were scored according to whether they identified at least the fundamental principles of democracy. Granting the wide diversity in definitions of democracy on the part of political philosophers and political scientists, wide latitude was given in determining what definitions were acceptable. The students were required, however, to evidence understanding that democracy is a form of government based on the will of the people. Results were as follows:

- Fifty-eight percent (58%) of the students gave acceptable definitions of democracy. These definitions included:

  "It is freedom of choice and a government where the people get part of the power."

  "Government for the people, not the other way around."

  "Government elected by our people."

  "A government where the people (citizens) decide most things."

- Twenty-four percent (24%) of the students gave unacceptable definitions of democracy. These included:

  "A form of government."

  "A democracy is a free enterprise system."

  "It is a big government with different parties."

  "Freedom of choice."

  "United States system of government."

Although a majority of the students surveyed were able to define democracy in a satisfactory manner, a significant number of students were not able to give acceptable responses.

3. Understanding a selected problem in international relations

Students were asked to identify two ways of avoiding future wars. In order to be able to answer this question, students were required to understand and analyze some of the dynamics of international relations (for example, how nations get along with each other) and to focus this understanding on the task of envisioning practical steps that could lead to the avoidance of war. Students' answers were judged to be acceptable if: 1. They identified two ways of avoiding war. 2. The ways of avoiding war were within the realm of practicality. Extremely wide latitude was allowed for variations in philosophies and ways of viewing international relations and politics.

- Fifty-three percent (53%) of the students listed two acceptable ways of avoiding future wars. Acceptable responses included: disarmament, diplomacy and negotiations, alliance, compromise, maintaining neutrality, keeping a strong military, and understanding different cultures.

- Thirty-six percent (36%) of the students gave unacceptable responses. Unacceptable responses included: "Peace"; "Just don't have any"; "Destroy the

Russians"; "Have people stop stabbing other people in the back". Frequently, responses were unacceptable because students were able to list only one way of avoiding future war.

- Eleven percent (11%) of the students omitted responses.

4. Supporting the right of free speech

In principle, the right of free speech is one of our most cherished and widely supported liberties. As McCloskey and Brill point out, the First Amendment (the free speech amendment) "is considered by many legal scholars to be the cornerstone of American liberties. Despite the general and somewhat imprecise nature of its language, the First Amendment has served to set the democratic tone of American life." (McCloskey and Brill, 1983, p. 32)

Reinforcing the centrality of free speech in American political and social life is the broad public support given to the principle of free speech. McCloskey and Brill report the following results based on large-scale scientific surveys of the adult American population.

- In a national poll conducted in the 1940's, 97% of the American public answered "yes" when asked "Do you believe in freedom of speech?" (Erskine, 1970, as quoted in McCloskey and Brill, 1983, p. 49)

- In a 1958 "Political Affiliations and Beliefs" study, 89% of the public agreed with the statement, "I believe in free speech for all no matter what their views might be." (McCloskey and Brill, 1983, p. 49).

The difficulties emerge when courts and the general public attempt to apply the abstract principle of free speech to concrete situations. The United States Supreme Court has decided countless cases in which the point of contention was the applicability of free speech principles to extremely sensitive situations. In deciding these cases, the Court has consistently upheld the principle "that a democracy must tolerate even those opinions which attack democratic institutions" or abuse the common standards of decency and integrity (McCloskey and Brill, p. 46). As McCloskey and Brill summarize the legal position, "However unprincipled and intemperate the presentation, however seriously it misrepresents facts, there are no universally accepted criteria that can be applied in practice to enable us to distinguish advocates who are honorable from those who are unscrupulous..." (McCloskey and Brill, 1983, p. 48).

Application of the principle of speech can create difficulties for those who support free speech in principle. As Gibson and Bingham (1979) point out, even strong supporters of civil liberties uged the city of Skokie, Illinois to deny a permit to the American Nazi party to march through a section of Skokie populated by many Jews who had been victims of Nazi Germany. Moreover, it is in the realm of application of free speech principles to actual situations that public support of free speech is often tenuous. It is one thing to say "I support free speech." It is another matter entirely to express readiness to allow a communist or an atheist to speak at a community meeting. As McCloskey and Brill (p. 49) state, "As soon as one moves from questions about freedom of speech in the abstract to questions about the exercise of speech in particular situations, the level of support drops off sharply." For example, in their 1976 survey, McCloskey and Brill found that:

- Eighteen percent (18%) of the American public believed that a community "should allow the American Nazi party to use its town hall to hold a public meeting."

- Six percent (6%) believed that a newspaper should be allowed to publish its opinions "no matter how false and twisted its facts are."

- Thirty-two percent (32%) of the public believed that "books that preach the overthrow of the government should be made available by the library, just like any other book."

- Eighteen percent (18%) believed that a community should "allow its civic auditorium to be used by atheists who want to preach against God and religion."

McCloskey and Brill summarize the attitudes of the American public on civil liberties (including free speech) as follows: "What is surprising, however, is the frequency with which many Americans, though endorsing civil liberties in the abstract, reject them in their concrete applications." (1983, p. 417).

The following factors must be kept in mind, therefore, when interpreting results on the free speech items of the social studies knowledge and attitudes survey:

- Although free speech is widely supported in principle, large majorities of the American public often do not support application of the principle to specific situations.

- Attitudes regarding free speech are affected by a variety of demographic, sociological, and psychological factors, not just schooling.

- Students' attitudes may be affected by the attitudes of parents and friends as well as attitudes portrayed in the media.

- The effect of schooling on attitudes toward civil liberties is not established.

To assess the attitudes of APS juniors and seniors toward feee speech issues, three questions were asked. Responses to each item will be discussed in turn.

"SHOULD A NEWSPAPER OR MAGAZINE BE ALLOWED TO PUBLISH ARTICLES THAT CRITICIZE AN ELECTED GOVERNMENT OFFICIAL?"

- Sixty-two percent (62%) of the students replied "yes".
- Sixteen percent (16%) of the students responded "no".
- Twenty percent (20%) of the students responded "undecided".
- Two percent (2%) of the students omitted responses.

Sixty-two percent (62%) of the students therefore recognized the right of a newspaper or magazine to exercise free speech in criticizing a public official. Of those who responded "yes", 63% based their answers specifically on the right of free speech. They stated, for example: "Because there's a thing called freedom of the press" or "That is a constitutional privilege". Thirty-seven percent (37%) of the students who responded "yes" failed to recognize the issue of freedom of speech, often focusing on peripheral issues, such as whether the politician deserved to be criticized. Typical responses were: "People want to know the good and bad qualities of a person" and "How do the people know the qualities of the official if he's bad?" Reasons frequently given by the 16% who answered "no" were: "It's like the media taking sides which isn't fair" and "Because once they are elected, you should respect them fully."

Those who were undecided made such comments as: "I'm not too sure on that because it depends on who that person is" and "It has both good and bad points. Good—find out about him. Bad—may turn people against the official who is really good."

"SHOULD SOME ONE HAVE THE RIGHT TO CAMPAIGN ON TELEVISION FOR CANDIDATES OF THE AMERICAN COMMUNIST PARTY?"

In responses to this item:

- ¶ Forty-seven percent (47%) of the students answered "yes".
- ¶ Forty-three percent (43%) of the students answered "no".
- ¶ Ten percent (10%) of the students omitted responses.

Of those who answered "yes", 79% gave reasons which recognized the principle of free speech, for example, "Because it's in the Bill of Rights". Twenty one percent (21%) gave reasons which did not recognize the principle of free speech, such as "It can't do any harm."

Of those who answered "no", the most common reasons given were that communism is wrong or against the American way of life: "Although we believe in political freedom we still must preserve democracy"; "Because communism is against American rule"; "Because this is not a Communist country"; "We are trying to stop the spread of communism, not encourage it."

"SHOULD SOMEONE HAVE THE RIGHT TO SPEAK AT A COMMUNITY MEETING, URGING THAT A LAW BE PASSED THAT WOULD RESTRICT THE NUMBER OF CHILDREN A FAMILY CAN HAVE?"

Responses to this item were as follows:

- ¶ Forty-five percent (45%) of the students responded "yes".
- ¶ Forty-five percent (45%) of the students responded "no".
- ¶ Ten percent (10%) of the students omitted responses.

Of those who ansered "yes", 80% percent recognized the principle of free speech whereas 20% either omitted reasons for their decision or did not refer to the principle of free speech.

Of those who answered "no", typical responses included: "I feel this is unfair to the families"; and "There should be freedom of how many children a person can have." Most frequently, those who answered "no" feared that the right of free speech would infringe on the rights of other people.

SUMMARY: Attitudes of Students Regarding Free Speech Issues.

It is interesting to note that attitudes of the same student toward free speech frequently varied according to the issue. A student who invoked the free speech right in order to allow someone to campaign for a communist on television might not recognize the same right for someone who urged that a law be passed restricting the number of children a family can have.

Although in every case, less than one-half of the students surveyed recognized the right of free speech, the percentages of students supporting free speech in difficult real-life situations may be comparable to support levels found by McCloskey and Brill in the general adult population. Thus, whereas 47% of the APS students surveyed supported

the right of a person to campaign on television for a communist candidate, McCloskey and Brill report a study by Nunn, et. al. in 1979 which found that:

"Only 53 percent of the general population would permit a Communist to make a speech in their community, and 54 percent would allow a book written by a communist to remain in the public library." (page 77).

Although the support for free speech by the APS students surveyed may not be as high as would be desirable, it appears to be consistent with attitudes of the general public. The survey responses thus raise questions about the impact of the APS social studies program as compared with the influence of such factors as community and family attitudes.

5. The Ability of Students to Identify ways of Participating in the American Political System.

In order to assess student ability to identify ways of participating in the political system, students were asked the following question:

"Please list three ways an individual can participate in the American political system."

Answers were evaluated according to whether the methods of participation were generally acceptable and feasible. Wide latitude was allowed for the variety of avenues of political participation mentioned by students. Acceptable responses included: voting, writing to a government respresentative, protesting, running for office, and circulating petitions. Students were required to list three viable alternatives since it was considered that identifying at least three avenues of participation was a reasonable minimum expectation.

Of the students surveyed:

- ¶ Fifty-two percent (52%) gave acceptable responses.
- ¶ Thirty-four percent (34%) gave unacceptable responses.
- ¶ Fourteen percent (14%) omitted responses.

Acceptable responses most commonly included: voting, running for office, working in elections, getting involved in community groups, and working in a campaign. Of the answers that were considered unacceptable, the most common deficiency was the inability to list more than one or two methods of participation. Other difficulties included the inability to distinguish the political system from other social and economic systems. For example, some students mentioned such activities as getting a job.

6. Student Ability to Identify Rights and Responsibilities of Citizenship.

In order to assess student ability to identify rights and responsibilities of citizenship, students were asked two questions:

"Name three rights you have as a citizen."
"Name three responsibilities you have as a citizen."

In order for responses to be judged acceptable, students were required to provide three realistic responses. As with other questions, wide latitude was given for varying approaches and points of view.

- ¶ Seventy-one percent (71%) of the students were able to identify three acceptable citizenship rights.
- ¶ Twenty-eight percent (28%) provided unacceptable responses.

- One percent (1%) of the students omitted responses entirely.

The most widely mentioned acceptable responses included:

Freedom of speech, the right to vote, the right to due process, the right to bear arms, the right to practice the religion of one's choosing, freedom of the press, and the right to privacy. Those who gave unacceptable answers most often were able to name one or two rights rather than three. Other unacceptable responses included: "freedom", "the right to go where you want", "the right to hold any job", and "the right to do what you want."

Fewer students were able to identify three citizenship responsibilities:

- Thirty-five percent (35%) of the students gave acceptable responses.
- Fifty-three percent (53%) of the students gave unacceptable responses.
- Twelve percent (12%) of the students omitted responses.

Acceptable responses commonly included: serving on a jury, voting, obeying laws, supporting the United States, participating in government, and paying taxes. Unacceptable responses included: being productive, working, agreeing with the law, and keeping the country clean. Frequently, students were able to identify only one or two citizenship responsibilities. Although 71% of the students surveyed could identify three rights they had as citizens, only 35% were able to identify three citizenship responsibilites.

7. Students' Abilities to Identify Ways of Participating in School and Local Political Systems

Two items on the survey were designed to assess whether students expressed willingness and ability to particpate in local and school political systems:

"If there were a new rule in your school which you thought was very unfair, what would you do?"

"What could a person in your community do if there were a LOCAL law which he or she considered unjust?"

Responses will be analyzed according to two criteria: did students express a willingness to take action? Was the proposed action realistic?

Taking Action Regarding a School Rule

- Eighty-two percent (82%) of the students surveyed expressed a willingness to do something about a school rule which they considered unfair. Seventy-three percent (73%) of this group proposed action which was realistic and which could conceivably lead to positive results. Examples of actions most frequently mentioned include: petitioning the school administration, complaining to the principal, taking the grievance to the student council, and taking the grievance to the superintendent. The remaining 27% described only general actions that they would take (for example, protesting, speaking out against the rule) or actions that would generally be considered unrealistic in most circumstances, for example, going on strike.
- Eleven percent (11%) of the students surveyed said they would do nothing about a school rule which they considered very unfair.
- Seven percent (7%) of the students surveyed omitted responses.

Taking Action Concerning a Local Law That is Considered Unfair

- Seventy-three percent (73%) of the students surveyed expressed a willingness to do something about a local law which they thought was unfair. Seventy-four percent (74%) of this group proposed realistic and practical alternatives, such as petitioning, talking to a local official, organizing those who opposed the law, and writing to local officials. Twenty-six percent (26%) of those who would do something about an unfair law gave such unrealistic or overly general responses as protesting or complaining. Often students were unable to identify the correct level of government to which they should take their grievance.
- One percent (1%) of the students said they would do nothing about a local law which they considered unjust.
- Two percent (2%) of the students said they did not know what they would do.
- Twenty-four percent (24%) of the students omitted responses.

Thus, large majorities of students expressed a willingness to do something about unfair school rules and unjust local laws. By and large, their suggested courses of action to remedy the injustices were realistic.

8. Recognizing the Importance of History

Students were asked two questions which assessed their recognition of the significance of history:

"Do you think it is important to learn about the history of the United States? Why or why not?"

"Do you think it is important to learn about the histories of other countries? Why or why not?"

Responses were as follows:

THE IMPORTANCE OF UNITED STATES HISTORY

- Ninety-two percent (92%) of the students felt that it was important to learn about the history of the United States. The most common reasons given were: we should understand our heritage; we should learn from our mistakes; we should appreciate our country.
- Four percent (4%) felt it was not important to learn about United States history, generally because they felt that the past was irrelevant to the present.
- Four percent (4%) of the students felt that the importance of United States history depended on the individual or that it could sometimes be important.

THE IMPORTANCE OF THE HISTORY OF OTHER COUNTRIES

- Eighty-four percent (84%) of the students felt it was important to learn about the histories of other countries. The reasons most frequently mentioned were: "We should learn to appreciate other cultures", "It helps us understand other people", "Other countries affect us", "We should learn the other side of the story", and "The United States is not the center of the world."

- Ten percent (10%) of the students felt that it is not important to learn about the histories of other countries. The most frequent reason given was that the history of other countries does not affect us.

- ¶ Five percent (5%) of the students felt that it was somewhat important to learn about the histories of other countires or expressed uncertainty as to whether it was important or not.
- ¶ One percent (1%) answered "I don't know" or omitted responses.

Thus, an overwhelming majority of the students surveyed felt it was important to understand the history of the United States and the histories of other countries.

9. Students' Abilities to Recognize Global Interdependence

In order to determine whether students had a basic notion of global interdependence, the following question was asked:

"Why are we more interested now than in earlier times about events in other countries?"

In order for a response to be considered acceptable, the student was required to display some recognition of global interdependence. This could be in the form of a generalization such as "The world is becoming more interdependent" or it could be a specific example, such as "Other countries can affect our economy".

Responses were as follows:

- ¶ Sixty-six percent (66%) of the students gave acceptable responses. The most frequent acceptable responses were:

  "Because of the military power that each country has and their ability to provoke war."
  "One country needs another for many reasons."
  "Because now we have relations with other countries, economically and politically."
  "Because of the military occurences in the world today, we must be more careful about what we say and what we do. The world is too much on edge to be at ease with our rivals."
  "Because we are capable of blowing earth away."
  "Nuclear weapons."
  "Because this country is going to go to war in the future and it's getting close."

- ¶ Twenty-three percent (23%) of the students gave unacceptable responses. Often these responses were too general. In many cases students missed the point of the question, for example:

  "Because we are rich, strong, and freedom."
  "We're not."
  "Because we know so little about events in earlier times."

- ¶ Eleven percent (11%) of the students omitted responses.

10. Students' Abilities to Identify Some Important Current Political, Economic, and Social Issues.

In order to determine whether students could identify some important current issues, the following question was asked:

"What are two questions you would like to ask a candidate for President?"

In order to answer correctly, the student was required to identify some relevant issues and concerns, and express them in the form of a pertinent and realistic question. Students were given credit only if they identified two issues.

Results were as follows:

- Fifty-eight percent (58%) of the students were able to ask two reasonable questions of a presidential candidate. Typical acceptable questions included: "What are you going to do about preventing a war?"; "How are you going to stablize the economy?"; "What are your goals as President?" "How can you better our country?"; "What are you going to do to improve Soviet-U.S. relationships?"; "Do you feel you have the ability to help the people? Why? What would you do to help them?"; "Why do you want to be President?"
- Nineteen percent (19%) of the students gave unacceptable answers. Often, they were unable to ask more than one question. In other cases, they did not ask questions at all, but rather made statements, for example, "nuclear arms". In other cases, their questions were clearly irrelevant. Examples of unacceptable responses include: "Why?"; "Show me how in person he is going to run the office."; "foreign policy"; "What is he/she planning to do with the money he/she's making?"
- Twenty-three precent (23%) of the students omitted responses. This large number of omitted responses may be partly due to the fact that this item was the last item on the survey.

Discussion of Overall Results of the Social Studies Knowledge and Attitude Survey

The performance level of students on individual items of the social studies knowledge and attitude survey is summarized in Figure IV.16, below.

FIGURE IV. 16. SUMMARY OF STUDENT PERFORMANCE: SOCIAL STUDIES KNOWLEDGE AND ATTITUDE SURVEY

Item Description	Percent of Students Giving Acceptable Answers	Percent of Students Giving Unacceptable Answers	Percent Omitting Responses
Three Ways of Participation in the Political System	52%	34%	14%
Defining Democracy	58%	24%	18%
Three Citizenship Rights	71%	28%	1%
Three Citizenship Responsibilities	35%	53%	12%
Why We Are More Interested Now Than in Earlier Times About Events in Other Countries	66%	23%	11%
Two Ways to Avoid Future War	53%	36%	11%
Legislative Branch Writes and Passes Laws	61%	34%	5%
Executive Branch Directs the Carrying Out of Laws	28%	67%	5%
Judicial Branch Determines If Laws are Unconstitutional	64%	31%	5%
Executive Branch Vetoes Bills	58%	37%	5%
Legislative Branch Approves Presidential Appointments to Office	41%	54%	5%
Two Questions You Would Like to Ask a Candidate for President	57%	21%	22%

FIGURE IV. 16. (Continued)

Item Description	Students Answering "Yes"	Students Answering "No"	Omitting Responses
Do You Think it is Important to Learn About United States History?	93%	7%	0%
Do You Think it is Important to Learn About the History of Other Countires?	85%	15%	0%
Should the Press be Allowed to Publish Articles That Criticize an Elected Government Official?	62%	16%	22%
Should Someone Have the Right to Campaign on Television for Candidates of the American Communist Party?	47%	43%	10%
Should Someone Have the Right to Speak at a Community Meeting, Urging That a Law be Passed That Would Restrict the Number of Children a Family Can Have?	45%	45%	10%
Would You Take Action if There Were a New School Rule that You Thought Was Very Unfair?	82%	11%	7%
Would You Take Action if There Were a Local Law Which You Considered Unjust?	73%	1%	26%

DISCUSSION

In five of the nineteen items, 70% or more of the students gave acceptable or preferred responses (expressed a willingness to participate in the political system, recognized the value of history, or supported the right to free speech). In 9 of the 19 items, 50% to 70% of the students gave acceptable or preferred responses. In five of the nineteen items, less than 50% of the students gave acceptable or preferrred answers.

As with many findings in the present evaluation, it is difficult to ascertain the standard by which students' performance on the social studies knowledge and attitude should be judged. For example, is it "good" or "bad" that 60% of the high school juniors and

seniors surveyed correctly answered a given question concerning how the American government works? The interpretation of results is especially difficult, given the lack of other assessment data in social studies at either the local or the national level.

Despite the lack of a clear reference point for defining the meaning of the results, it is difficult not to feel disappointment in student performance on the knowledge and attitude survey. The survey assessed, at a basic level, some of the knowledge, skills and attitudes that are considered most essential for students to learn in social studies. Free speech, citizenship responsibilities and rights, appreciation of global interdependence, and democracy, for example, are crucial social studies topics. Moreover, the survey assessed rudimentary rather than difficult knowledge and attitudes. It should not have been difficult, for example, for students to identify three citizenship responsibilities, given the wide range of possible answers.

Teachers at the evaluation conference were asked to help explain the results of the social studies knowledge and attitude survey. Some teachers questioned the validity of the survey instrument or pointed out that the fact that the survey was given to students at the end of the year may have adversely affected student performance. In addition, some teachers felt that some of the items, i.e., regarding free speech, did not truly assess student attitudes toward free speech in that students were asked to apply the principle rather than affirm their support for free speech in the abstract. The limitations of the survey instrument have been discussed in a previous section of the present report.

Other teachers pointed out that family and social values often have as much influence or greater influence on the knowledge and attitudes of students regarding social studies. Related to this point is the strong possibility that the knowledge and attitudes assessed via the survey are not widely supported or practiced in the socieity as a whole. It has been demonstrated, for example, that in many practical applications, a majority of adults does not support free speech. Furthermore, it must be borne in mind that the percentage of citizens voting in the last presidential election was approximately fifty percent. Thus, it may well be that social studies teachers are attempting to inculcate values, knowledge, and attitudes that are not prevalent or supported in the society as a whole. As some research already cited in the present report has pointed out, some evidence supports the hypothesis that schools have little influence on social values or attitudes compared to the inlfuence of parents, friends, or the media.

A number of teachers noted the difficulty that students had in expressing ideas in an organized and coherent fashion. As has been noted, many students were incapable or expressing thoughts clearly or explaining the reasons for their ideas. Some of the teachers felt this might partially be due to the lack of skill in responding to open-ended questions. The teachers who noted this possibility pointed out that teachers most frequently assess students by means of objective tests rather than essay tests due to large numbers of students in classes and lack of instructional time, preparatory time, and time set aside for grading papers. Students are therefore rarely required to respond in writing to open-ended questions.

Some teachers also pointed out that students who received better grades in social studies classes also performed better on the knowledge and attitude survey. To a considerable extent, this does seem to be the case. More than one-half of those students with grade point averages (GPA's) of 3.5 (A-) or above answered three questions or fewer incorrectly. However, only 20% of those students with GPA's of 3.0 - 3.4 (B to B+) and 15% of those students with GPA's of 2.0 - 2.8 (C to B-) answered three questions or fewer incorrectly. It seems, therefore, that student achievement in school as represented by the grade point average is associated with better performance on the social studies knowledge and attitude survey.

It must be pointed out, however, that many students with grade point averages of 3.5 and above did not score particularly high in the assessment. One-fifth of the 50 students in the high-GPA category answered seven or less of the twelve scored items correctly. More than one-quarter of these students answered less than two-thirds of the items correctly. It does appear, therefore, that although students' general achievement is related to performance on the survey, performance of high-GPA students is not as strong as one might anticipate or prefer.

Some teachers at the evaluation conference pointed out that one explanation for the relatively poor performance of students is that students may have been unable to apply their knowledge and understanding to practical situations. This type of application requires the use of reasoning and thinking abilities as well as the acquisition of knowledge. Some teachers suggested that one way to correct this possible deficiency would be to provide students with a greater number of experiences which require them to apply knowledge and concepts learned in social studies.

Other teachers believed that many of the knowledge, attitudes, and skills assessed in the survey are taught in the ninth grade civics class. It was felt by some that the skills taught at this relatively early grade level need to be reinforced later on in school. In addition, it must be pointed out that the ninth grade Civics course attempts to cover so much material that application and practice of learning is frequently precluded. It is necessary to recall in this connection that many students considered the ninth grade civics class to be the least valuable social studies class that they had taken in high school.

A possible explanation not mentioned by teachers at the evaluation conference is the apparent emphasis on the teaching of facts and concepts in social studies classes. It will be recalled that educators, students, and parents generally believed that the social studies program is most effective in teaching facts and concepts in history and the social studies. The program was considered to be less effective in teaching students participation skills, social criticism skills and skills relating to the examination of public issues. Since the knowledge and attitude survey emphasized these latter skills and abilities rather than specific facts and concepts, disappointing student performance may be another reflection of the lack of learning concepts, learning at the application level, or learning within the context of overarching themes.

It is clear that the number of possible explanations for student performance on the knowledge and attitude survey are numerous. In addition to the explanations proposed by teachers who attended the evaluation conference, the following issues that have been highlighted in the present evaluation may be relevant: the lack of an integrated and planned social studies curriculum, disagreement and confusion concerning social studies program goals, lack of student interest in social studies, lack of societal support for social studies, large classes, lack of instructional time, lack of time provided to teachers for preparation of lessons and for effective evaluation of students, mediocre textbooks, grading systems which evaluate students on their ability to recall facts, and others. It is likely that all of these problems and issues play their part in contributing to the disappointing level of student mastery of elementary and essential social studies skills.

In conclusion, the social studies program appears to be effective in many respects--for example, in teaching important facts and concepts, in preparing students for higher education, and in encouraging students' understanding of their historical and cultural heritages. However, the program appears to be less effective in addressing broad social studies themes that transcend specific courses and topics. In addition, students demonstrated less ability to apply the knowledge they have learned that is required for citizenship in today's world. These are clearly issues that must be addressed in planning the future of APS social studies.

SOCIAL STUDIES RECOMMENDATIONS

Program goals for the APS social studies program should be expanded and revised in order to reflect the full range of important social studies goals.

A procedure should be developed for the district-wide dissemination of social studies goals.

Procedures should be developed for familiarizing students, educators, and parents with the K-12 social studies program.

Increased efforts should be made to communicate to students and the public the role and significance of social studies in students' educations.

A comprehensive plan should be developed for ensuring that the district social studies program is comprehensive, integrated, and appropriately sequenced. Any changes in the design of the social studies program should be accomplished prior to textbook adoption.

Social studies course requirements should be reviewed to ensure that they are reflective of the most important social studies priorities.

The district should promote teacher inservice for the purpose of providing social studies teachers with the opportunity to address effective teaching methods.

Methods of promoting and encouraging the most effective use of textbooks and other instructional materials should be explored.

Possibilities should be explored for alleviating some of the obstacles to effective teaching noted by teachers. These obstacles include large classes, class interruptions, non-teaching duties, student lack of motivation, and lack of time.

Recognizing that the needs and priorities regarding textbook adoption vary according to level, the textbook adoption process should vary according to the level of the program: elementary school, middle school, or high school.

During the textbook adoption process, the following textbook characteristics should be major considerations: the accuracy of the textbook, how interesting the textbook is for students, how appropriate the textbook is for the ability levels of students, and how up-to-date the textbook is at the time of adoption.

Textbook adoption procedures should be developed which provide teachers with significant input into the adoption process.

Teachers should examine their use of student evaluation techniques to ensure that evaluation techniques are compatible with their instructional goals and priorities. Inservice training opportunities should be provided to teachers in the use of classroom evaluation techniques.

Assessment of the social studies program should encompass a variety of methods, possibly including the use of accountability checklists, standardized testing, nationally developed program guidelines, and other appropriate evaluation techniques.

A plan for the ongoing assessment of the social studies program at both the school and district levels should be developed.

Possibilities for improving the effectiveness of the social studies program in addressing important themes that transcend specific facts and concepts should be explored.

Appendix I

SUMMARY OF HIGH SCHOOL SOCIAL STUDIES COURSE OFFERINGS*

	Albuquerque	Cibola	Del Norte	Eldorado	Highland	Manzano	Rio Grande	Sandia	Valley	West Mesa
Geography		Geography		Geography II (Enriched)			Family of Man	Geography		
Military History					Military History					
Southwest History	Southwest History	Southwest History - - - Southwest Humanities			Southwest History	New Mexico History		Southwest History		
History of Minorities, Ethnic Studies, etc.				Minority History in the United States (Ethnic Studies)			Ethnic Studies			Ethnic Studies
REQUIRED American or United States History, American Humanities (with Language Art/English Component)	Basic United States History - - - United States History - - - United States History: American Humanities Regular - - - United Status History: American Humanities Enriched - - - Historia de los Estados Unidos Americanos - - -	United States History - - - American Humanities - - -	United States History Lab - - - United States History Reg. - - - American Studies - - -	Promise of America (Dev.) - - - United States History (Gen.) - - - American Humanities (Enr.) - - -	United States History (Dev.) - - - United States History - - -	U.S. History (Basic Skills) - - - United States History - - -	Practical U.S. History - - - Survey in U.S. History - - -	Basic U.S. Col. to 1898/ 20th Cent.Am. - - - U.S.History Col. to 1898/ 20th Cent.Am. - - - Humanities American Studies - - -	Individual Skills in U.S. History - - - United States History - - -	U.S.History "B" - - - U.S.History "R" - - -
	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -	- - -
			United States History Enr.	United States History (Enr.)		Advanced U.S. History	Research in U.S. History			U.S.History "E"

*Source: 1983-84 High School Curriculum Brochures. Courses listed in the curriculum brochures may or may not be offered at an individual high school depending on such factors as staffing priorities and student demand.

SUMMARY OF HIGH SCHOOL SOCIAL STUDIES COURSE OFFERINGS (Continued)

	Albuquerque	Cibola	Del Norte	Eldorado	Highland	Manzano	Rio Grande	Sandia	Valley	West Mesa
REQUIRED World Concept Courses - - - Anthropology	Cultural Anthropology	Anthropology	Anthropology	Anthropology (Enriched)		Anthropology		Anthropology - Physical - - - Anthropology - Cultural		Anthropology
Eastern Civilization							Eastern Civilization			
Western Civilization	Western Civilization - - -	- - -	- - -	- - -	Western Civilization - - - Ancient History - - - Middle Ages - - - Modern History - - - Renaissance & Reformation	- - -	Western Civilization - - -	Western Civilization - - -	- - -	
World Geography			World Geography	World Geography		World Geography	World Geography			
World History/ World Cultures/ World Humanities	Basic World History - - - Survey of World History - - - - - - - - - World History Humanities	- - - World History - - - - - - - - - World Humanities	World History Lab - - - World History (Reg.) - - - - - - World History (Enr.) - - -	World History/ Geography (Dev.) - - - World History (Gen.) - - - - - - World History (Enr.) - - - Senior Humanities	World History (Dev.) - - - World History - - - - - -	World History (Basic Skills) - - - World History - - - - - - Advanced World History - - -	World Culture - - - World History - - - - - -	Basic World History - - - World History - - - - - - - - - Humanities 12 Honors	- - - World Hisotry (Chronological Approach) - - - World History (Topical Approach) - - -	World History B - - - World History R - - - Modern World R - - - World History E - - -
World Issues, World Problems	World Issues			World Issues		World Issues	World Issues		World Issues	World Issues R - - - Wor[illegible]sues

SUMMARY OF HIGH SCHOOL SOCIAL STUDIES COURSE OFFERINGS (Continued)

	Albuquerque	Cibola	Del Norte	Eldorado	Highland	Manzano	Rio Grande	Sandia	Valley	West Mesa
Sociology (Sociology I, II, Social Problems)	Sociology	Sociology	Sociology	Sociology	Sociology	Sociology	Sociology	Sociology		Sociology
Economics	Economics			Economics		Economics	Economics			
Government (American Government, Comparative Government, American Politics, etc.		American Government		American Law/ Government	Government	American Government	American Government	American Government - - - Political Theory & Stimulation		
Social Studies (Social Psychology)	Social Psychology	Social Psychology	Psychology	Social Psychology (Enr.)		Social Psychology	Social Psychology	Social Psychology I - - - Social Psychology II	Social Psychology	Social Psychology
Social Studies (You and the Law)	Street Law	You and the Law	You and the Law			You and the Law	Street Law - - - Advanced Street Law		Criminal Law	
REQUIRED Civics	- - - Civics - - -	Civics - - - Civics Enr. - - -	Civics Reg. - - - Civics Enr. - - -	Civics - - -	Civics - - -	Civics - - -	Civics - - -	Civics - - -	Civics - - -	Civics B - - - Civics R - - - Civics E - - - Civics II, Politics, Money & Jobs

APPENDIX II
TEXTBOOKS USED IN THE APS SOCIAL STUDIES PROGRAM
A Partial List Based on Teacher Questionnaire Responses

I. TEXTBOOKS USED IN THE ELEMENTARY SCHOOL SOCIAL STUDIES PROGRAM

TITLE	PUBLISHER	DATE	COURSE OR GRADE
A Child's Story of New Mexico	University Publishing	1960	Grade 4
Amazing Days	World Book	1958	Unknown
America Past and Present	Houghton Mifflin	1980	Grade 5
America's Story	Wagner	1962	Grade 4
At Home, At School	Houghton Mifflin	1980	Grade 1
Childcraft	World Book	NA	Grades K-5
Communities Today and Yesterday	Macmillan	?	Grade 3
Communities Around Us	Laidlaw	?	Grade 3
Communities and Social Needs	Laidlaw	1974	Grade 3
Geography Skills in a New Mexico Setting	Albuquerque Public Schools	1982	Grade 4
How We Use Maps and Globes	Benefic	1968	Unknown
In Our Community	Houghton Mifflin	1980	Grade 2
Inquiring About Communities	Holt	1972	Grade 2
Inquiring About Cultures	Holt-Rinehart	?	Grade 3
Living in the Americas	Macmillan	1966	Grade 5
Macmillan Project Book	Macmillan	1980	Grades 4-5
Many Americans	Noble & Noble	1974	Unknown
New Mexico, Land of Many Cultures	Pruett	1969	Teacher Edition
New Mexico	Smith	1983	Grade 4

TITLE	PUBLISHER	DATE	COURSE OR GRADE
Our Country	Harper and Row	1979	Grades 4-5
Ourselves and Others	Houghton Mifflin	1980	Grade 3
Patterns and Voyages	Laidlaw	1979	Grade 5
Project WILD	Western Region Environmental Education Council	1983	Grades K-8
Regions of the United States	SRA	1973	Grade 5
Social Studies and Our Country	Laidlaw	1972	Grade 5
Social Studies	Scott, Foresman	1979	Grades K-5
The Story of Our Country	Unknown	?	Grade 4
"There" Maps and Globes Program	Cram Company	?	Grade 4
The Third Planet	MacMillan	1973	Grade 3
The World of Mankind	Follett	1973	Grade 4
Troll Map Kit	Troll	?	Unknown
Understanding Communities	Laidlaw	1977	Grade 3
Understanding Families	Laidlaw	1977	Grade 2
Understanding Our Country	Laidlaw	1979	Grade 5
Understanding People	Laidlaw	1977	Grade 1
Understanding Regions of the Earth	Laidlaw	1978	Grade 4
Understanding Regions of the World	Harper and Row	1982	Unknown
Understanding World Regions	Laidlaw	1978	Grade 4
We Look Around Us	Singer	1963	Grade 2
Weekly Readers	Xerox	Weekly	Grades 1-5
Where?	Rand-McNally	1965	Grade 4
Which Way?	Rand-McNally	1965	Grade 4
Young Consumers	West	1980	Grades 5-8

II. TEXTBOOKS USED IN THE MIDDLE SHOOL SOCIAL STUDIES PROGRAM

TITLE	PUBLISHER	DATE	COURSE OR GRADE
Adventures in American History	Silver Burdett	1979	Eighth
Africa	Field-Addison Wesley	1979	Seventh
Africa	Scholastic Magazine	1976	Seventh
America! America!	Scott, Foresman	1980	Eighth
America: Its People and Values	Harcourt, Brace, Jovanovich	1979	Eighth
American Adventures	Scholastic	1979	Eighth
Ancient Civilization	Allyn and Bacon	1975	Sixth
Asia	Field-Addison Wesley	1979	Seventh
Civilizations of the Past	Globe	1980	Sixth
Classroom Atlas	Rand-McNally	1977	Seventh
Early Civilization	Allyn and Bacon	?	Sixth
Exploring Regions of the Eastern Hemisphere	Follett	1975	Seventh
Exploring Regions of the Western Hemisphere	Follett	1975	Seventh
Free and the Brave	Rand-McNally	1980	Eighth
Freedom's Trail	Houghton-Mifflin	1979	Eighth
Greek and Roman Civilization	Allyn and Bacon	1975	Sixth
How People Lived in Mexico	Benedic	1971	Seventh
How People Lived in Russia	Benedic	1971	Seventh
Human Adventure	Allyn-Bacon	1971	Sixth
Journey Through New Mexico History	Bishop	1979	Seventh
Latin America	Field-Addison Wesley	?	Seventh
Latin America	Scholastic Magazine	1976	Seventh

TITLE	PUBLISHER	DATE	COURSE OR GRADE
Let Freedom Ring	Silver Burdett	1980	Eighth
Makers of American History	Barnes/Noble	1979	Eighth
Man in America	Silver-Burdett	1974	Eighth
Map Skills	Follett	1976	Seventh
Medieval Civilization	Allyn-Bacon	1975	Sixth
Middle East	Field-Addison Wesley	1979	Seventh
New Mexico, Land of Many Cultures	Pruett	1979	Sixth
New Mexico	Peregrine Smith	1983	Sixth
Our World and its Peoples	Allyn-Bacon	1972	Seventh
People and Culture	Noble and Noble	1980	Seventh
Promise of America	Scott,Foresman	1975	Eighth
Rio Grande: Life for the Desert	Garrard	1966	Sixth and Seventh
Search for Freedom	Denzinger	1973	Eighth
Skills for Understanding Maps and Globes	Follet	1976	Sixth
Story of India	Barnes/Noble	1980	Seventh
Story of New Mexico	American Geographic	1974	Seventh
The Intermediate World Atlas	Hammond	1978	Sixth
The Old World	MacMillan	1980	Sixth
The Social Studies in Our World	Laidlaw	1974	Sixth
This is America's Story	Houghton-Mifflin	1975	Eighth
United States History Atlas	Bowmar/Noble	?	Eighth
Where and Why	Nystrom	1980	Sixth

TITLE	PUBLISHER	DATE	COURSE OR GRADE
World Culture Series (including China, Great Britain, The Indian Subcontinent, Latin America, The Middle East, Southeast Asia, The Soviet Union and Eastern Europe, and Tropical and Southern Africa.	Scholastic	1981	Seventh
World Geography	American Book	1979	Seventh
World Geography	Educational Challenges	1979	Seventh
World Geography	Follett	1979	Seventh
World Neighbors	Macmillan	1980	Seventh

III. TEXTBOOKS USED IN THE HIGH SCHOOL SOCIAL STUDIES PROGRAM

TITLE	PUBLISHER	DATE	COURSE
American Adventures Program	Allyn and Bacon	1975	U.S. History
American Civics	Harcourt, Brace, Jovanovich	1974	Civics
American History	Follett	1979	U.S. History Basic
Born to Win	New American Library	1971	Psychology II
Civics for New Mexicans	University of New Mexico Press	1978	Civics
Democracy in Action	Steck-Vaughn	1979	Civics
The Ecumene	Harper and Row	1973	World History
Exploring A Changing World	Globe	1975	World Issues
Exploring American History	Globe	1974	U.S. History
Geography and World Affairs	Rand-McNally	?	World Issues
History and Life	Scott, Foresman	1977	World History Basic
History of a Free People	Macmillan	1978	U.S. History
A History of Our American Republic	Laidlaw	1979	U.S. History
The Human Expression	Lippincott	1977	World History
Inquiry in Sociology	Allyn and Bacon	1972	Sociology
Land and People: A World Geography	Scott, Foresman	1979	Geography
Man's Unfinished Journey	Houghton-Mifflin	1980	World History
Men and Nations	Harcourt, Brace, Jovanovich	1975	World History
Modern Sociology	Holt, Rinehart, and Winston	1974	Sociology

TITLE	PUBLISHER	DATE	COURSE OR GRADE
The New Exploring Our Nation's History	Globe	1979	U.S. History
The Exploring World History	Globe	1977	World History
Our World and its People	Allyn and Bacon	1977	Geography
Patterns in Human History	Macmillan	1971	Anthropology
A People and a Nation	Harper and Row	1977	U.S. History
People and Our Country	Holt, Rinehart, and Winston	1978	U.S. History
People and Our World	Holt, Rinehart, and Winston	1977	World History
Promise of America	Scott, Foresman	1975	U.S. History Basic
Psychology Today and Tomorrow	Harper and Row	1978	Psychology I, II
Psychology for Living	McGraw-Hill	1971	Psychology
Psychology: Its Principles and Applications	Harcourt, Brace, Jovanovich	1977	Psychology
Quiet Furies	Prentice-Hall	1967	Psychology I, II
Rise of the American Nation	Harcourt, Brace, Jovanovich	1977	U.S. History
Scholastic World History Program	Scholastic	1976	World History Basic
Settings for Change	Harcourt, Brace, Jovanovich	1972	World Issues
Shaping of Western Civilization	Holt, Rinehart, and Winston	1971	World History Enriched
The Social Animal	Viking	1972	Psychology II
Sociology	Harcourt, Brace, Jovanovich	1977	Sociology
Street Law	West	1980	Street Law
Succeeding in the World of Work	McKnight	1981	Grades 9-12

TITLE	PUBLISHER	DATE	COURSE OR GRADE
Unfinished Journey	Houghton-Mifflin	1980	World History
World Cultures	Scott, Foresman	1977	World Cultures
World Geography Today	Holt, Rinehart, and Winston	1976	Geography
World Geography	ABC	1979	Geography
World Geography	SRA	1980	Geography
World Geography	Follett	1980	World Geography
World History Review Text	ACMSCO	1979	World History
World History: A Cultural Approach	Ginn	1977	World History

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